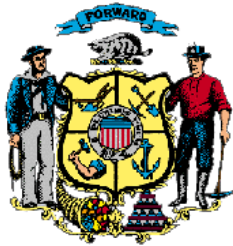


*Draft*

# Wisconsin's WIA State Plan

2005 - 2007

Governor Jim Doyle



Wisconsin Department of  
Workforce Development



# Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05

## WIA TITLE I STATE PLAN 2005-2007

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## 1. Plan Development Process:

### 1. (a) Involvement of the Governor and State Board

Governor Jim Doyle launched his job creation plan for the state, *Grow Wisconsin*, ([http://www.wisgov.state.wi.us/docs/Doyle\\_Economic\\_Package.pdf](http://www.wisgov.state.wi.us/docs/Doyle_Economic_Package.pdf)), in the fall of 2003. He appointed his Council on Workforce Investment (CWI) in March 2004 to advise him on workforce development efforts. *Grow Wisconsin* and launch of the CWI laid the groundwork for the state's WIA Plan. While the official planning guidelines were made available in April 2005, Wisconsin has been moving in the direction signaled by the administration and the U.S. Department of Labor (DOL) since 2003. Efforts have involved plans to enhance the demand-driven side of the workforce system, to increase the amount and access to incumbent worker training, and to develop closer collaborations with economic development, employment and education (the power of E3).

Governor Doyle has made growing Wisconsin's economy a top priority for his administration. His *Grow Wisconsin* plan lays out his vision and strategy to create good-paying jobs and a "high-end" economy. To advance that plan, the Governor's agenda includes investing in education, training and a sound infrastructure. His multi-faceted strategy to make more effective use of existing resources to create good-paying jobs and to leverage additional private and federal investment has been a sound vision for the state's workforce system.

In 2005, *Grow Wisconsin* continues to drive Wisconsin's workforce development efforts. The Governor's biennial budget, introduced in February 2005, proposes several workforce initiatives that build on the Governor's vision and strategies to create good paying jobs and a "high" road economy. It provides the strategic framework for refocusing Wisconsin's workforce investment system and ensuring policy and resource alignment among Wisconsin's workforce development, economic development and educational systems.

*Grow Wisconsin* focuses on four areas, all of which are intended to contribute to the state's economic development and to guide the targeting of resources available to the state, regardless of source:

- Fostering a competitive business climate, to create fertile conditions for growth;
- Investing in people, to help families climb the economic ladder;
- Investing in Wisconsin businesses, to encourage job creation; and
- Making government responsive, reform regulations and unleash the economic power of Wisconsin companies without sacrificing shared values.

The Governor's plan incorporates these four focus areas into eight strategic economic development goals for the state:

- Retain and create high-wage jobs;
- Prepare workers for tomorrow's economy;
- Add value to Wisconsin's economic base;
- Create and unleash knowledge to build emerging industries;
- Tap Wisconsin's full urban potential;
- Implement strategies regionally;
- Lower regulatory burdens, keep standards high; and
- Build a world class infrastructure.

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The *Grow Wisconsin* focus has expanded to recognize that to raise workers' wages and ensure the success of Wisconsin businesses, Wisconsin must increase productivity. To increase productivity, Wisconsin must equip all of its citizens with basic skills and invest in advanced training to help workers and employers maximize their potential. Investing in people to ensure a skilled, motivated workforce for a high-road economy will maximize the potential of Wisconsin's workforce and employers and foster Wisconsin's additional economic growth.

In 2003, Governor Doyle also launched an Economic Growth Council (EGC), consisting of key business leaders in the state. The EGC is convened 3-4 times per year as an opportunity for the Governor to hear directly from business leaders on business, workforce, and related economic issues. The Chair of the CWI is also a member of the EGC, along with the CWI Vice-Chair, and a co-chair of the CWI Dislocated Worker Subcommittee. This business membership overlap allows the CWI to be actively engaged in key discussions with the Governor and other business leaders on issues impacting all aspects of Wisconsin's economic growth.

### **1. (b) Description of State Board Collaboration**

Specifically in the time period between January 2005 and May 31, 2005, while active plan development has been in progress, the following CWI meetings took place to provide opportunities for the CWI to offer input and feedback into the Governor's two-year plan for the WIA. The various comments and input on collaboration are integrated throughout Wisconsin's plan.

- January 19, 2005 – Workforce Strategies Committee - Joint conference call meeting to merge two committees on current workforce and emerging opportunities into one committee, that will combine workforce and economic development into one conversation;
- January 21, 2005 – Executive Committee – Approved WIA Plan Modification due January 31, 2005 – learned of Workforce Investment Act (WIA) Two-Year planning requirement, discussed priorities for CWI funding and 2005 planning, and briefly discussed metrics and need to include both supply and demand metrics;
- February 7, 2005 – Workforce System Development Committee – Reviewed survey results from CWI committee survey of Workforce Development Board (WDB) Directors and Board Chairs, discussed priorities for regions and a balanced scorecard of metrics;
- February 15, 2005 – First meeting of the CWI State Interagency Team, comprised of state public sector members including economic development, and K-12 and technical college educational representatives. Recommended collaborative work on developing any grant projects for identifying skills gaps and regional economic and workforce partnerships;
- March 4, 2005 – Meeting of full CWI, which included a presentation by a local Workforce Board Director on WIA two-year planning and reauthorization activities. CWI members discussed the potential impact of consolidation and potential reduction in funding, balanced against increased flexibility and accountability;
- March and April 2005 – meetings/conference calls of Workforce Strategies Committee task groups on regional workforce information needs, increasing access to PK-16 education, and targeting regional priorities through regional partnerships; and

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- April 22, 2005 – Workforce System Development Committee - Meeting in Milwaukee to discuss the Milwaukee workforce system in Wisconsin's largest urban area.

### **2. Plan Development Process - Description of how the state handled public comments**

#### **I. Summary: Governor's Visions and Goals**

##### **I. A. Economic Development Strategies and Goals**

Wisconsin is in the process of recovering from one of the worst economic recessions since the mid-1980s, having lost 80,000 manufacturing jobs since 2000. Also, like many states, we are struggling to recover from a budget deficit that has severely limited the state's ability to invest in new programs or sweeping initiatives. In addition, federal funds for employment and training will decrease in the next year.

These economic realities moved Governor Doyle to seek a new vision that brings all aspects of economic growth to the same table. Early in 2003, a growing recognition of the important linkages between economic development and workforce development emerged across the state. State and regional forums and summits were convened for joint conversations. The conversations ranged from industry clusters to the "creative economy" -- discussions that in the past typically focused on business and community development but now included education and workforce development.

*Grow Wisconsin* reflects the necessary interdependence of economic development and workforce development in a demand-driven workforce investment system. It recognizes that the most valuable asset the state workforce development system can offer to employers is a well-trained workforce with a strong work ethic. The best jobs we can bring into or grow in the state are those jobs that provide good wages and quality benefits. This is an economic win-win for Wisconsin – higher-paying/high-demand jobs providing wages and benefits that keep young people in Wisconsin, attract workers to the state, and strengthen the financial position of all Wisconsin families.

This idea is captured in the first strategic goal of *Grow Wisconsin*, "Retain and Create High Wage Jobs." There is recognition that state government is not in the business of only increasing the number of jobs in the state but of "creating jobs with a strategy to raise incomes."

Some of Governor Doyle's goals for attracting, retaining, and growing business and industry within the state and some progress achieved include:

- Eliminating the state's budget deficit without raising taxes (Governor Doyle has sent two two-year budgets to the Wisconsin legislature without tax increase proposals.);
- Adoption of a single factor sales tax (accomplished July 2003);
- Increase investments in roads, rail and air; streamline and offer incentives to help site energy plants and transmission lines (Governor Doyle signed AB 300, creating a new, faster review process for approval of transmission projects.);
- Promote the deployment of broadband infrastructure;
- Create an urban venture capital fund (Governor Doyle signed Act 255 which provides 25 percent tax credits to angel investors in Wisconsin businesses.);
- Redevelop the Menominee Valley;

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- Secure sufficient low-cost, environmentally sound, reliable energy (Governor Doyle signed a bill in December 2003 to create a sales tax exemption for energy used in the manufacturing process.); and
- Protect and plan for future demand on water resources.

### **I. B. Vision for Maximizing and Leveraging Resources**

A key strategy outlined in *Grow Wisconsin* is to deploy federal training funds strategically to achieve maximum impact. This includes targeted application of state discretionary funds available through WIA (and other programs). One use of these funds is targeting them regionally to economically distressed communities to train current and future workers in high-wage industry clusters with urgent skill needs including construction, high-skilled manufacturing, technology and healthcare.

This strategic application of federal training funds will be directed to increasing the job skills of current and future workers to enable them to effectively compete for, secure and advance in high-wage industry jobs that address high-wage employer skill needs. Ensuring state level alignment and strategic use of various public funding sources (whether federal or state funds) enables the state to leverage local resources to support this training from businesses with an interest in upgrading the skills of their workforce, as well as public and private agencies that provide the basic and advanced skill training to help them to do so. This includes WDBs, technical colleges, and economic development agencies. Strategically targeted use of resources will also increase opportunities for state and local success in leveraging other funds that may be available from government agencies or private foundations.

To advance workforce system redesign, the Wisconsin Department of Workforce Development (DWD) will strategically align all resources for workforce preparation and upgrade and make better use of public, private and philanthropic partnerships. "Blended funding" will enable the public workforce system to partner with other entities rather than trying to do everything with limited funds, or worse, operate in isolation, duplicating or missing key opportunities. DWD is also exploring the concept of "workforce intermediaries" to look at alternative entities that can enhance the demand-driven goal of closer connections to businesses.

Strategic allocation of DWD resources is also a key activity in advancing One-Stop system building and ongoing support. To address the ongoing issue of system infrastructure funding scarcity, the state CWI Workforce System Development Committee has identified a key goal of identifying alternative resources for the state's workforce investment system. We expect that the committee's efforts will increase as more discussion on long-term WIA and Temporary Assistance for Needy Families (TANF) reauthorization takes place.

### **I. C. Vision for Skilled Workforce Education and Training**

(Attachment C: CWI Vision, Mission and Strategic Objectives)

DWD is the lead state agency for advancing the Governor's vision and goals for "investing in people" through the workforce investment system with advice from CWI on statewide workforce investment policies and strategies. DWD, in collaboration with CWI, has developed the vision, mission, and goals relative to investing in people, to advance the Governor's economic vision and goals. These strategically focus and align workforce system efforts to prepare qualified workers for quality jobs by:

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- Investing in training and preparing the present and future workforce for the future, including promoting upward mobility and training for career ladder opportunities;
- Supporting the changing workplace by aligning funding and systems to promote a high road economy; and
- Ensuring state and regional economic success, including enlisting high value businesses to help design state training programs.

The workforce investment system envisioned by *Grow Wisconsin* is a demand-driven, regionally-based system that meets the needs of both employers and workers while advancing the state's economy. It is characterized by:

- Business and industry partnerships and regional collaboration with the workforce development, education, and economic development systems to identify workforce and economic development needs, to collaboratively plan strategies to address those needs, and to share resources to implement those strategies regionally;
- An in-depth understanding of the skills employers need to remain competitive and grow their businesses, especially the skills needed by employers in high-growth industry clusters with high paying jobs;
- A focus on providing the basic and advanced skills that will meet employer needs while providing future and current workers a career path and access to, as well as opportunities for success and advancement in, family-supporting jobs;
- Integration of workforce development services provided through an effective and efficient regionally-based delivery system that addresses both the needs of employers and the needs of current and future workers; and
- Metrics by which to monitor progress and gauge success in addressing employer skill needs, assisting workers gain access to and advance in high-wage jobs, and the efficiency and effectiveness of the workforce development service delivery system.

### **I. D. Vision for Collaboration on Workforce Challenges**

*Grow Wisconsin* is built on a foundation of partnerships and collaboration in addressing the state's education, workforce development and economic development needs. *Grow Wisconsin* reflects this foundation through its emphasis on building innovative regional partnerships with business to identify skill needs and strategies for addressing those needs. They are also expressed through collaboration among public entities to continuously improve the delivery system through which those strategies are implemented and needs addressed.

The CWI, through the Governor's appointments, brings together the key players at quarterly council meetings, but also on committees and smaller task groups. In addition, many CWI members work on common goals through other collaborations in the state. A key component of the CWI is that ten of the members also serve on local WDBs and bring that regional/local perspective to the CWI table. It is expected that many of these leaders also will be heavily involved with the regional partnerships the CWI will advance in the next few months.

A CWI State Interagency (staff) Team has been formed recently to enhance cooperation and collaboration on state workforce development policy and other common goals. Governor Doyle has established an environment of expectation that his Cabinet Secretaries work together, especially on matters related to advancing the state's workforce and economy.

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### **I. E. Vision for Education and Training of Youth**

Governor Doyle has launched an initiative entitled *KidsFirst* in Wisconsin, taking a more long-term view of workforce development. This initiative is targeted at a much younger group than the WIA youth focus but will have great return on investment in the future. *KidsFirst* involves improving the quality of childcare for low-income children, ensuring adequate early education opportunities, and improving the health and safety of Wisconsin children. Some would argue that the WIA's focus on out-of-school youth is too little, too late. Obviously, Wisconsin will develop the WIA youth program to meet the federal guidelines and to maximize effectiveness, but we feel that *KidsFirst* provides a foundation for our future workforce to be successful in tomorrow's workplace. No WIA funding is used for *KidsFirst*.

*Kids First* includes a statewide effort to improve the quality of child care in Wisconsin by assigning 1-5 stars to each regulated child care program, much like what is done for hotels and restaurants. The proposed system is unique to Wisconsin, but Wisconsin is following the lead of at least 12 other states that have developed statewide child care quality rating systems. An important goal of the program is to provide better information to families so that they can make more informed child care choices. In the Wisconsin quality rating system, higher subsidy payments will go to programs that provide higher quality care and lower subsidy payments will go to programs that provide lower quality care. The *Quality Care for Quality Kids* program is based on research that indicates there is a return to society of from \$7 to \$17 for every tax dollar invested in early care and education (High/Scope Educational Research Foundation, 2003). The business case for early childhood education is strong.

*Grow Wisconsin* does recognize the importance of the public education system as the building block of Wisconsin's economy and Governor Doyle has proposed strong funding in his budget for PK-12 education.

Ensuring that Wisconsin's educational system produces graduates that are well equipped with the skills necessary to be productive members of Wisconsin's workforce is critical to advancing Wisconsin's economy. This recognition is reflected in the Governor's objective for increased access to PK-16 education. In this context, Wisconsin's educational system, in partnership with business, the workforce development system, and the larger communities that provide services to young people must work together to ensure that all young people in the state -- including at-risk youth - - transition into adulthood with a firm understanding of the world of work, their potential place in that world and how to get there, and the basic skills and supports they need to advance in their career journey. This includes increased access to education (technical college or four-year degree institutions) and entrepreneurial and apprenticeship opportunities and entry to high-wage jobs/industries.

### **II. Governor's Key Workforce Investment Priorities**

*Grow Wisconsin* identifies seven specific priorities for the state's workforce, economic development, and education systems that will advance the "investing in people" focus area and related economic goals:

- Deploy federal training funds strategically;
- Compete for higher wage jobs;
- Raise wages for working families;
- Increase funding for technology training;

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- Improve public education;
- Increase investment in the Apprenticeship system; and
- Facilitate transfers between the Technical College and University of Wisconsin System, without loss of credit.

These strategic goals represent the state's priorities to advance the Governor's broad "investing in people" strategies in the state's workforce investment system. The DWD has identified key strategic and industry priorities and will provide leadership in identifying priorities within these key areas by:

- Involving key state and local stakeholders;
- Seeking the counsel of appointed and technical advisers (including the CWI); and
- Ensuring that the new system meets both state and local needs, and effectively serves all customers, employers, incumbent workers and job seekers.

### Key Strategic Priorities

- **Demand-Driven Workforce System** – Wisconsin continues to integrate “demand-driven” strategies and mindset into the public workforce system. One of the central priorities in *Grow Wisconsin* is to “expand job opportunities that will increase earning power for average Wisconsin families.” One way the Job Center system can help in this area is to focus business and labor exchange services on those employers that offer practices such as family-supporting wages, reasonably priced health insurance, promotion from within policies, career ladders, employer-sponsored training, tuition reimbursement, 401ks, low turnover, and apparent financial solvency. Matching Job Center customers with these higher value employers will go a long way towards increasing the earning potential of Wisconsin citizens. As a beginning step, DWD sponsored two Business Relations Group (BRG) Symposia in 2004, and will continue to push for targeted business services in all Job Centers. Job Service has also initiated an annual organizational planning effort to refocus Job Service employees to better meet employer needs and become industry specialists in key *Grow Wisconsin* and DOL targeted industries.
- **Distressed Communities** – State labor economists are in the process of developing criteria to identify communities that have had significant unemployment rates for a certain period of time in addition to facing other economic challenges. These distressed communities will be assisted by discretionary funds in economic recovery by investing in workforce training and upgrading.
- **Career Ladder Opportunities** – A third strategic priority for our entire public workforce system is to develop policies and program components that allow for upward mobility. The previous “work first” approach of the 1990’s has left many workforce customers stuck in entry level low-wage jobs and still dependent on a myriad of low-wage work support services. A priority for discretionary funds and encouragement to develop innovative career-ladder opportunities and skill upgrades has been identified as crucial for not only many of Wisconsin’s workers, but also for our long-term economic growth. For many W-2 (TANF) participants and other low-income customers, career ladders provide the opportunity to lift families out of poverty and into a more financially secure future. Even if a customer starts in an entry-level job, the promise of advancement with additional training and experience gives them hope and allows them to begin building

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financial assets through personal savings. An entry-level job is not a dead-end job if it leads to a better job with higher wages and more benefits -- the foundational concept of career ladders.

### Key Industry Priorities ([www.pltw.org](http://www.pltw.org))

- **Healthcare** - In recognition of the growing healthcare workforce shortage crisis in Wisconsin, the DWD Secretary established a Select Committee on Healthcare Workforce Development in mid-2003. Thirty-three members of the healthcare industry, labor, government and educational organizations meet quarterly to identify workforce needs and report on progress in such areas as retention, recruitment, educational capacity and data analysis. DWD has also established an internal team to develop policies and recommendations on making healthcare training a priority. To emphasize the importance of targeting healthcare as a high demand and potentially high wage industry, DWD will require each WDB to spend 35% of its formula funds on training in the healthcare industry or other high wage/high demand industries in their regions. DWD will also publish its first annual healthcare workforce report, has created a healthcare workforce website and has also proposed, through the Governor's proposed budget, a retention demonstration ("no lift") focused on reducing injuries in the healthcare workforce. A number of local workforce boards also are targeting healthcare workforce efforts with special grants.
- **Construction** - An example of this focus on leveraging resources is evident in Wisconsin's current construction initiative. Efforts to grow a construction workforce are currently focused in the Milwaukee area as a result of several major development and transportation projects that will demand additional workers. This project involves developing new coordination and blended funding strategies between the publicly funded workforce system and the private and philanthropic funding system. A task force currently involves DWD, the local Job Service office, the local WDB, several Wisconsin Works-W-2 (TANF) agencies, the Wisconsin Regional Training Partnership, and the area technical college.
- **Advanced Manufacturing and Technology** - Similar demand-driven cluster-based efforts are being developed to address high skill manufacturing and the technology, both of which are among the high-growth, high-wage industries targeted for special attention in *Grow Wisconsin*. The Wisconsin Technical College system also has developed a statewide strategic plan to further the development of this sector in the state.  
(<http://www.wtcsystem.org/initiatives/advvmfg>) Another strategy that will be detailed later is a unique partnership between DWD, the state K-12 system, and the Kern Foundation, a Wisconsin family foundation connected to the Generac company, to support *Project Lead the Way*, a pre-engineering curriculum for middle and high school at-risk youth. Only with qualified, skilled engineers will a manufacturing state like Wisconsin be able to compete in the global economy.

### III. State Governance Structure

#### III. A. Organization of State Agencies

##### III. A. 1. Organizational Chart

(Attachment D: State Departments and Interrelationships.)

### III. A. 2. Interrelationship of Agencies

As head of the executive branch, Governor Doyle appoints the heads of the Cabinet agencies (DWD, DHFS, Commerce, Corrections, etc.). At the Cabinet level, the Governor has an expectation of continual interrelationships on matters related to advancing the state's workforce and economy. The Department of Public Instruction is headed by the State Superintendent of Public Instruction, a constitutional officer who is elected for a term of 4 years. The Technical College System Board is the coordinating agency for the Technical College system. The 13 member Technical College System Board includes 9 members appointed by the Governor and a technical college system student; the remaining three members are the Secretary of DWD, the State Superintendent of Public Instruction, and a UW System Board of Regents representative. More detail about the organization of Wisconsin state government can be found in the *2003-2004 Wisconsin Blue Book* at: <http://www.legis.state.wi.us/lrb/bb/>.

As stated earlier, a State Interagency (staff) Team is now meeting to augment the work of the CWI through other state entities that have responsibility in workforce and economic development issues. This team will address CWI recommendations, and develop implementation strategies pertinent to their agencies as well as design common goals across agencies.

### III. B. State Workforce Investment Board

#### III. B. 1. Structure of State Board

Governor Doyle appointed the CWI in February 2004 to advise the Governor on how to advance *Grow Wisconsin's* "Invest in People" focus and to help Wisconsin families climb the economic ladder.

The CWI has established three standing Committees to advise the Governor:

**The Workforce Strategies Committee** is charged with identifying existing and future regional workforce and skill needs, supporting effective regional strategies to align the supply of qualified workers with the emerging demand, and developing recommendations to advance a high-wage, high-growth economy.

**The Workforce System Development Committee** is charged with advancing state and regional success by targeting resources in key growth industries in different regions of the state and promoting a comprehensive, effective and accountable workforce system to deliver education and training services that contributes to achieving the Governor's vision and goals for growing Wisconsin's economy.

**The Executive Committee** provides oversight and leadership to the CWI. It operates with a strategic public-private partnerships approach, using benchmarking and continuous improvement to measure progress and success, focusing on both short term and long term goals and benefits, and ensuring a comprehensive approach to Wisconsin's workforce system.

Attached to the Executive Committee are two specialized sub-committees:

- The WIA Dislocated Worker Committee to advise DWD on state special response funding and dislocated worker program policy; and
- An advisory committee for a new U.S. Department of Health and Human Services (DHHS) Medicaid Infrastructure Grant for Wisconsin's *Bridges to Work* program to assist people with disabilities to enter the workforce without losing medical insurance.

### **III. B. 2. Organizations and Entities Represented**

CWI members represent the required partners in WIA as well as other vital stakeholders in Wisconsin's employment and training arena. Membership includes: a majority of business representatives who are chief executive officers or who have optimum policy-making/hiring authority; labor organization representatives; state agency representatives; members of the state Legislature; and, representatives of local educational agencies, non-profit organizations, and government.

Specific organizations or entities represented include: local and state Chambers of Commerce, WDBs, regional economic development corporations, state and local elected officials, two non-profit organizations that provide workforce development services (United Migrant Opportunity Services, Esperanza Unida, Inc.), a local technical college president, and three labor organizations (Milwaukee Building and Construction, State Council of Carpenters, and Wisconsin AFL-CIO). State agencies represented include: Wisconsin Departments of Commerce, Corrections, Health and Family Services, Veterans Affairs, and Workforce Development, as well as the Wisconsin Technical College System Board, the Governor's Work-Based Learning Board (school-to-work focus) and the University of Wisconsin-Madison's Center on Wisconsin Strategy.

(Attachment E: List of CWI Members.)

### **III. B. 3. Process Used to Identify CWI Members**

The process used to identify council members was multi-faceted. Initial appointments were identified by the Governor's Office during the gubernatorial process of appointments to numerous state councils and committees.

Appointments to the state workforce council included individuals who had identified an interest to the new Governor in the areas of education and training of Wisconsin's current and future workforce. These represented businesses from a wide range of sectors and also from around the state.

At the same time, the public sector or non-business members were also identified, a process that would ultimately guide how many business sector representatives would be needed. Business representatives were specifically sought from growth industry sectors such as technology and health care, two important industries that had not been well represented on past councils. WDB directors were asked to suggest names from areas and sectors that were not adequately represented. The state also looked for some overlap of state council members who served on local boards to enhance the connection between the state and local areas. As a result, ten of the 49 CWI members also serve on local boards. Efforts were also made to appoint economic development representatives to build more linkages between economic development and workforce development.

Diversity issues were also considered for both geography and racial representation to be reflective of Wisconsin's demographics. The racial diversity that reflects Wisconsin includes members from the Native American, Asian, African-American, Hispanic and Latino communities. A Hmong business person was appointed in late 2004 in recognition of the recent arrival of 3,600 Hmong refugee families.

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### III. B.4. How Membership Effectuates Vision

The CWI is a large body, as are most state and local WIA boards. However, the identification process used and the wide range of individuals who have been appointed provide the CWI an opportunity to better advance the Governor's economic and workforce development goals and positively impact Wisconsin's workforce system for the future. Among the key benefits of Wisconsin's diverse council are:

- Increased ability to identify and gain in-depth understanding of the skill needs and challenges faced by a range of businesses in the state, particularly the high-wage emerging industries such as technology and the industries experiencing significant skill shortages such as healthcare. This will put the CWI in a better position to provide sound advice on workforce investment strategies directed to advancing the Governor's goals for a high-road economy.
- Increased opportunities to develop more productive working relationships between the state and local workforce investment systems and to encourage state and local partnerships between workforce development and economic development efforts. The significant representation of local workforce and economic development professionals on the CWI will enhance communication between these groups locally as well as between the state and local levels. It will also give greater credibility to the strategies advanced by the CWI that must be implemented locally to be fully effective.
- Increased opportunities for state agencies to align workforce, education, and economic development policies, strategies, and resources across state agencies and the programs they administer. This alignment will improve opportunities to target and leverage resources to better advance the Governor's goals and improve the workforce delivery system.

### III. B. 5. Description of Functionality

In forming the CWI, the Governor gave it responsibilities that go beyond the specific responsibilities for the WIA Title IB program outlined in federal law. These expanded responsibilities are articulated in the Governor's charge to the CWI and in the Executive Order, which formally authorizes the council in Wisconsin.

In establishing the CWI, the Governor charged it with the following responsibilities:

- Promote the use of economic and labor market information to ensure evidence based policy recommendations to guide the state's broad workforce development system;
- Recommend policies to strategically target state training and education resources;
- Foster and support public-private partnerships and intergovernmental cooperation and coordination in the building of Wisconsin's workforce;
- Identify initiatives that invest in Wisconsin's workforce and establish measures to monitor progress towards achieving objectives;
- Function as the federally required WIA State Council to ensure that funds are used as required by federal law, to support the workforce goals of the state, and to disperse dislocated workers grants.

Executive Order #88 incorporates and expands upon the Governor's charge to the Council and provides additional guidance in two areas:

- It directs the CWI to not only advise the Governor on workforce development strategy and policy, but to undertake research and other activities to assist the Governor in enhancing the operation and performance of workforce programs in the state; and

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- It directs the CWI to provide direction and oversight to the Wisconsin Forward Award to advance high performance workplaces and other initiatives to support a skilled workforce.

The CWI carries out these functions primarily through its standing committees and ad hoc work groups formed to study issues and develop strategies for advancing the state's workforce investment system. In addition, at the CWI's recommendation, DWD has formed a State Interagency Team to provide the state agencies on the CWI a forum for working together to advance inter-agency coordination on behalf of workforce development. The State Interagency Team is made up of the Executive Assistants or other high-level agency staff who can speak on behalf of and make commitments for their agency leadership. Through this mechanism, state agency strategies can be developed and aligned to ensure effective implementation.

### **III. B. 6. Public Access to Meetings and Information**

(Attachment F: CWI By-Laws, Article 4.2.)

The CWI is subject to state open meetings requirements (*Wis Stat. Ss 19.81-19.98*). Open meeting requirements are specified in the Council's By-Laws. All meetings are announced at least 24 hours before a meeting, and generally several days prior to a meeting. To ensure open meeting requirements are met, meetings of the full CWI and its committees are published on the DWD public notice web page. This is the method that DWD uses to inform the news media and the public in general about all meetings of councils and committees for which DWD is responsible. In addition, CWI and committee meetings are published on the CWI's website ([www.wi-cwi.org](http://www.wi-cwi.org)). The site provides a mechanism for interested individuals to be notified whenever a meeting announcement, meeting-related materials, and other CWI information are published on the CWI website.

All CWI meetings, including committee meetings, are in locations that are physically accessible to people with disabilities. In addition, people with special needs such as an interpreter or written materials in an alternative format may contact DWD staff for assistance. Those needing assistance in hearing for teleconferences are directed to the Wisconsin Telecommunications Relay System at 711 to request assistance.

### **III. B. 7. Conflict of Interest**

CWI members are state public officials as defined by *Wis. Stat. Ss 19.42* and are therefore subject to state prohibitions on conflicts of interest as specified in *Wis Stat. Ss 19.46*. Under this statute, conflict of interest prohibitions include, but are not limited, to:

- Taking any official action substantially affecting a matter in which the official, a member of his/her immediate family, or an organization with which the official is associated has a substantial financial interest; and
- Using his/her office or position in a way that produces or assists in the production of a substantial benefit, direct or indirect, for the official, one or more members of the official's immediate family either separately or together, or an organization with which the official is associated.

This provision is included in the CWI's by-laws (Article 2.4), which all CWI members receive. The CWI's staff provide technical assistance and monitor CWI actions to ensure that CWI members are in compliance with the conflict of interest statute.

### **III. B. 8. State Resources**

DWD policy and administrative staff from DWD's Division of Workforce Solutions (DWS) staff the CWI. The CWI Liaison to the DWD and CWI staff director are located in the DWD/Office of Economic Initiatives, which also provides lead staff for two of the three standing committees. Two additional Bureaus in the Division (Job Service and Workforce Programs) provide both administrative and policy assistance to the CWI. No DWD staff is devoted exclusively to the CWI but have council support duties as a part of their positions. Total staff support is estimated at approximately 3.5 full-time equivalency when the time devoted to CWI activities is combined across all staff involved. Other DWD staff provides resource assistance to the CWI on an as-needed basis, including staff from the Division of Vocational Rehabilitation and the Division of Unemployment Insurance.

In addition to staff support, the DWD provides the CWI \$20,000 in WIA set-aside funds each year for the costs of meetings and materials. This includes the costs of quarterly full CWI meetings as well as committee meetings, which may occur more frequently. The CWI is also provided WIA set-aside funds for special projects initiated by the CWI to advance its goals and objectives. In Program Year 2004, CWI special project funds totaled \$500,000.

### **III. C. Structure/Process for Collaboration**

#### **III. C. 1. Improvements to Operational Collaboration**

Wisconsin is currently engaged in plans to implement a number of strategies to improve operational coordination among state and local partners in the state's workforce development system. A key focus of these efforts is to improve linkages with state and local economic development efforts and strengthen partnerships with business and industry. Among strategies underway or in discussion are the following:

- DWD, following the suggestion of the CWI, has formed an State Interagency Team (SIT) comprised of top executives of each of the state agencies represented on the CWI. The purpose of the SIT is to ensure that the state agencies involved on the CWI, both Cabinet, non-Cabinet, and K-16+ institutions, have a forum to discuss and reach consensus on collaborative approaches to advancing workforce investment issues, identifying and addressing barriers to collaboration, and assisting the CWI in carrying out its advisory role to the Governor. Among the issues the SIT is expected to address are:
  - Information gathering and sharing (e.g., development of an inventory of state workforce investment programs);
  - Joint planning on workforce related programs (e.g., development of common goals to guide local planning and interagency review processes to increase collaboration, avoiding duplication and breaking down silos in planning and administration); and
  - Collaborative grant opportunities to enable the state to leverage various resources to increase funds available to address common goals/priorities that advance *Grow Wisconsin*.
- Requirements for local strategic planning that brings workforce development, education, economic development and other community partners together to identify issues, develop common goals, plan common strategies to address workforce investment issues, and establish the framework for improvements in the local Job Center system.

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- Development of local Job Service operational plans with WDBs and Job Center partners to advance *Grow Wisconsin* concepts locally, promote and support a demand-driven service delivery system, and focus those services on high-wage/high-demand industries, especially healthcare. Job Service operational planning can serve as a model for future comprehensive Job Center planning efforts.
- State financial support for development of new or expansion of existing innovative regional partnerships among business, economic and workforce development and education to increase regional collaboration and economic competitiveness, including addressing skill training needs to support economic development goals.
- Leadership and support for state level business/industry partnerships to address workforce development issues such as the Healthcare Task Force to address workforce issues in the healthcare industry.
- DWD participation as a key partner or facilitating the CWI participation as a key partner in planning and implementing various initiatives and programs initiated by other state agencies. Examples include attachment to the CWI of the DHFS's Medicaid Infrastructure Grant Advisory Group, which will develop a strategic plan and guide implementation of strategies to improve the service delivery system for people with disabilities, and DWD/Office of Economic Initiatives participation in the Department of Commerce Economic Development Finance Board, which recommends funding for state economic development programs.

### **III. C. 2. Lines of Communication to Implement Vision**

An active and open line of communication among state agencies responsible for implementing the state vision for the workforce investment system and between state agencies and the CWI is ensured through two primary vehicles:

- All of the state agencies with responsibility for advancing the Governor's workforce development strategies are members of the CWI, which meets quarterly. In addition, all of the state agency representatives are assigned to one of the three standing committees of the CWI, which generally meet more frequently.
- These same state agencies are represented on the State Interagency Team, which meets quarterly following each meeting of the CWI to discuss and address issues raised by the CWI.

The state agencies represented on both of these groups are: the Departments of Workforce Development, Commerce, Corrections, Health and Family Services, Veterans Affairs and Public Instruction; the State Technical College System Board; and, the Governor's Work-Based Learning Board. In addition, the CWI has established a website (<http://www.wi-cwi.org/>) on which full CWI and committee meeting announcements, agenda related materials, and minutes are posted. As noted above, the website enables interested individuals to be notified whenever meeting announcements and materials are posted on the website.

### **III. C. 3. Mechanisms for Information Sharing Between State Agencies/State Board and Local Boards/Areas**

The Governor has ensured ongoing information sharing between the CWI and local boards through appointment of local Board Chairs and other business members to the CWI. Currently, ten of the CWI members are members of local boards. The CWI regularly includes presentations during their meetings about current initiatives or workforce issues, which often include presentations on local initiatives from local boards

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(or their directors). All eleven WDB Directors are linked as resources advisors to the CWI committees and the committees have also engaged in efforts to obtain information from the local workforce system. These efforts have included:

- Presentations from local board directors/members on local board programs/initiatives and holding committee meetings at local Job Centers;
- Conducting surveys of chairs, local elected officials and directors of local boards to obtain information and feedback on issues the committees are working on; and
- Sponsoring listening sessions to identify needs, hear suggestions, and gain insights into the issues and operations of the state's Job Center system.

The DWD also has a number of vehicles for sharing information about current issues, policies and state guidance with its state and local partners, including boards and service providers. Among these are:

- Financial support to and attendance at the Wisconsin Workforce Development Association (WWDA) and the Wisconsin Association of Job Training Executives (WAJTE), both of which provide opportunities for dialogue between DWD and local WDB chairs, local elected officials and WDB Executive Directors;
- Policy and program guidance through Administrator's memos, various in-depth guides (e.g., *Workforce Programs Guide*, *ASSET Guide*, *Financial Management Guide*, *Performance Standards Technical Assistance Guides*, etc.), all of which are available to partners and staff on the Internet;
- Ongoing state/local staff advisory groups and work groups, including the Automated System Support for Employment and Training (ASSET) Users Group; and
- Technical assistance and training, including twice yearly Job Center Roundtables, Dislocated Worker Program Roundtables, WIA Roundtables, Youth Roundtables, WIA New Employee Orientation, Dislocated Worker New Employee Orientation and activities incorporated into the DWD Technical Assistance and Training (TAT) plan, such as web-based training on WIA for new and experienced program staff.

### III. C. 4. Entities to Effectuate Youth Vision

The primary organization at the state level designed to guide and inform an integrated vision for serving youth is the CWI and the State Interagency Team. The state agencies with most direct responsibilities are the Governor's Work-Based Learning Board and the Department of Public Instruction. In addition, the Departments of Corrections, Health and Family Services, and Workforce Development have a role in supporting efforts directed to at-risk youth. All of these agencies are members of the State Interagency Team and will provide active assistance to the CWI as it works to advance the Governor's vision for serving youth, including at-risk youth. In addition, interagency staff-level teams and state/local partnership teams will be involved in developing guidance for youth specific initiatives as needed. At the local level, WDB youth councils and Youth School to Work Consortia Coordinators will be the primary mechanisms for guiding local youth program services.

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### IV. Economic and Labor Market Analysis

#### IV. A. Economic Base by Industry

Wisconsin has a very diverse industry mix.

<b>Industries</b>	<b>Total Jobs</b>
Natural Resources, Mining & Construction	130,100
Manufacturing	501,800
Durable goods manufacturing	311,200
Nondurable goods manufacturing	190,500
Trade	432,300
Wholesale trade	113,800
Retail trade	318,500
Transportation, Warehousing & Utilities	107,200
Information	49,900
Financial Activities	157,600
Professional & Business Services	250,900
Educational Services	49,100
Health Care & Social Assistance	327,200
Leisure & Hospitality	249,900
Other Services	135,100
Government	412,100
Local (including education)	281,200
State	101,400
Federal	29,500
Total All Industries	2,803,200

Wisconsin has the second highest percentage of manufacturing jobs per its total job market in the United States. Within manufacturing, Wisconsin has extraordinary strength in wood and lumber products, fabricated metals, machinery, electrical equipment & appliances, computer & electronic products, transportation equipment, food products, paper manufacturing, printing, and plastics & rubber products. It has a very strong and growing health services industry. It has a very strong post-secondary education industry – both private and public. It has a vibrant and growing leisure and hospitality industry.

#### IV. B. Growth Industries and Occupations

##### **Growth Industries:**

Health care, retail and wholesale trade, professional and business services, construction and leisure and hospitality industries are growing and will continue to grow in the short term and in the long term.

##### **Declining industries:**

- **Manufacturing** has gone through a devastating job loss since 2000; in the short term it is growing in recovery; it is not expected to be a long term growth industry for the state; and
- **Government employment** is declining in Wisconsin and will likely continue to do so in the short term.

### **Growth occupations:**

Of the thirty occupations expected to grow over the next ten years, fifteen are health care occupations and nine are computer technology occupations. These occupations are growing in the short term and they are expected to continue growing in the long term.

### **Declining occupations:**

The occupations declining in employment over the short term and the long term include many clerical and administrative support occupations and many machine operators and production occupations, such as assemblers.

### **IV. C. In-Demand Industries and Occupations**

Health care as an industry and nurses, and medical assistants and therapists as occupations have immediate demand for skilled workers. It is estimated that there is currently a demand for as many as 7,500 to 8,500 workers per year, replacement and growth. That figure is likely to grow somewhat in the long term.

Computer technology occupations are projected to see a high demand over the next several years. The industries these occupations are found in are many and diverse, including financial activities, information and professional and business services. Although the burst in the high tech industry has many computer technology workers unable to find immediate employment, in the long term it is expected to furnish as many as 5,500 to 7,500 jobs annually.

### **IV. D. Employment Critical to State's Economy**

Wisconsin's economy is in transition from a traditional manufacturing economy with a large number of production occupations to a much more diverse economy relying on more technical occupations. This is occurring in manufacturing, health care, professional and business services, etc. Health care technicians and technologists, computer technology professionals, industrial technology workers, truck drivers, customer service representatives, first/line supervisors in administrative services, production, retail trade and health care are among the most critical positions in Wisconsin's economy.

### **IV. E. Skill Needs**

Computer skills, customer service skills (interpersonal interaction and communications skills), computer-aided production machinery operational skills, health care delivery skills (nursing, health care technology skills), math and problem-solving skills, managerial and team leadership skills, are among the most critical skills needed in the state's available, critical and projected jobs.

### **IV. F. Demographics of Labor Pool**

Wisconsin's present and projected workforce is characterized by a more than normally large baby boom cohort. Wisconsin, being a predominantly white non-Hispanic population, had a very large baby boom and subsequently has a very large cohort of 41 to 59 year old persons. The state also has not been a magnet state for new arrivals of immigrant populations and thus has not experienced large numbers of young replacement workers. Additionally, the large and particularly vibrant metropolitan areas like Minneapolis/St. Paul and Chicago have drawn a particularly large population of recent Wisconsin college graduates. This has given Wisconsin early glimpses of worker shortages that are very likely to be exaggerated in the relatively near future.

### **IV. G. Labor Pool Migration**

Very definitely, Wisconsin has experienced some very different in-migration/out-migration influences and trends. In-migration for Wisconsin has always included a fairly large contingent of migrant workers who have historically labored in Wisconsin's agricultural and food packaging industries. Many of the migrant workers have been attracted to other Wisconsin industries in recent years leaving voids in the agricultural and food packaging industries.

In recent years, Wisconsin has experienced considerable in-migration of residents into Wisconsin counties directly adjacent to the Twin Cities and Chicago markets. However, these new in-migration residents have jobs in the Twin Cities and Chicago markets. Rather than alleviate worker shortages, these new arrivals actually increase the need for service workers in the communities in which they now reside. They also create housing shortages and escalating housing costs for workers in the communities they are moving into.

Out-migrations are occurring among Wisconsin's young, but particularly its young highly educated populations. Many of Wisconsin's young, recently highly educated populations are migrating to large dynamic metropolitan areas in the Midwest and other places in the country. These young people are very often attracted by the new industrial compositions of those communities.

### **IV. H. Skills Gaps of Labor Pool**

Certainly at the top of the list are skills needed in health care. This includes skills in the areas of nursing, health care diagnostics, technology, and therapy. These skills are in demand today and the demand will only intensify over the next decade.

Computer technology skills for numerous applications are in demand today, but the technology bubble burst has taken these requisite skills off the immediate radar screen. The need and demand for these skills will return very shortly as the economy begins to recover.

Craft skills, particularly in building trades will be in great demand over the next decade, as that industry faces increasing demand and certain large scale retirements creating an additional demand.

### **IV. I. Workforce Development Issues**

The most important workforce development issue identified by Wisconsin is engaging more people in the workforce. This includes minority workers, workers with disabilities, older workers, females, and others. Often this means addressing barriers to employment such as transportation, childcare, education and training.

The connection of workforce development to economic development has also been identified as a major issue in Wisconsin's economic success. The need is for economic development that recognizes the hidden workforce and partners and collaborates with the workforce development community to make sure the economic development activities fully utilize the potential labor force.

### IV. J. Priorities for Economic Health and Growth

Wisconsin has prioritized a number of industries as one strategy to address its future economic health. Governor Doyle's economic development plan, *Grow Wisconsin*, recognizes the need to develop training around several key industries in the state. That economic development plan has been integrated into the state's workforce development plans including the use of WIA funds. Targeted industries include: health care; construction and apprenticed craft occupations; manufacturing, with special emphasis on high end, high-productivity, high-wage firms; and biotech research and development firms. There is also emphasis on assisting the Milwaukee area to be a world-class urban center, as it has been throughout its history.

### V. Overarching State Strategies

#### V. A. Leveraging Resources

Wisconsin will use WIA Title I funds to leverage other federal, state, local, and private resources in order to maximize the effectiveness of such resources and to expand the participation of business, employees, and individuals in the statewide workforce investment system through the use of WIA Title I funds to leverage Labor Market Information (LMI) Workforce Information Core Products and Service Grant dollars, and TANF and Wagner-Peyser funds to provide training to staff and employers about labor market information. This includes the following projects and initiatives:

- Wisconsin's external information technology (IT) subsystem – [JobNet](#) (labor exchange-job seekers) and JobNet Business (labor exchange-employers);
- [WORKnet](#): a new, user-friendly website developed by DWD. The site provides workforce, economic, labor market and skills information to support a demand-driven workforce investment system. Developed to further the goals of Governor Doyle's *Grow Wisconsin* initiative, the website provides timely information that can be used to respond to Wisconsin's economic development opportunities and challenges. In addition to state and federal agency-developed information, WORKnet organizes and displays numerous other reputable data sources in an easily accessible way to enable customers to successfully position themselves as current and future members of Wisconsin's workforce investment system. In addition to state and federal agency-developed information, WORKnet organizes and displays numerous other reputable data sources in an easily accessible way to enable customers to successfully position themselves as current and future members of Wisconsin's workforce investment system; and
- Combining 10% WIA set-aside funds with other state agency (e.g., Wisconsin Department of Commerce) and local funds to advance *Grow Wisconsin* goals. State and federal funds are leveraged with private foundation and employer funds.

Wisconsin also is using WIA funds to provide a variety of products and services to job seekers including:

- Financial literacy educational programming funded with a combination of WIA and TANF dollars;
- Job Access and Reverse Commute (JARC) program funded with a combination of TANF (DWD) and Wisconsin Department of Transportation (DOT) General Purpose Revenue (GPR) funds;
- Wisconsin Employment Transportation Assistance Program (WETAP), a joint grant program between DWD and DOT. This program uses TANF funds, DOT Transportation Demand Management (TDM) funds, and local dollars to match and draw down JARC dollars from the Federal Transit Administration; and

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- The Navigators program (funded with WIA/DOL Navigator funds) which funds navigators in 11 WDAs; the purpose is to provide increased access and advocacy for disabled individuals for use of the One-Stop system.

Wisconsin also is leveraging Former Foster Care Youth Grant program dollars by coordinating services to project participants by working with the Wisconsin Departments of Health and Family Services and Corrections. Through the project (which will end September 30, 2006) DWD will serve approximately 55 young people ages 16-21 that are transitioning out of foster care in Wisconsin. The program will focus on education and training, for up to 2 years, to the participants. This may include vocational/technical education and training or a combination of a GED and vocational/technical training, depending on the participant's prior education. Each young person will receive paid training in the form of a \$500 monthly stipend with a possible time extension in extenuating circumstances.

The stipend is intended to assist the participant with living expenses along with assistance through an array of services including housing assistance, transportation, financial literacy and career education. In addition, the program may cover additional training-related expenses (tuition, books, equipment, etc.) if other financial aid is not available. Those youth entering a GED program will be required to work at least part time to demonstrate academic/skills progress. The youth in vocational/technical training will be required to work at least several hours a week, successfully complete all academic/training classes and maintain a C minus average. The project case manager provides participants support before, during and after a participant's education and training experiences. The case manager helps participants establish training and employment goals and provides ancillary supportive services to support the work and training. Examples of these services are transportation costs, work related equipment or uniforms and health care services such as glasses not covered by the participant's health insurance. The case manager also connects youth with education, financial and employment resources as needed.

### **V. B. Strategies to Address National Strategic Direction**

Wisconsin has identified the following strategies to address the national strategic direction, the Governor's priorities, and the workforce development issues identified through the analysis of Wisconsin's economy and labor market. Governor Doyle's priorities for workforce development are outlined in *Grow Wisconsin*, which includes more than 100 specific initiatives to increase prosperity in Wisconsin.

Eight strategic goals are identified in *Grow Wisconsin*:

#### **1. Retain and Create High-Wage Jobs**

One of the central priorities of the Doyle plan is to focus state economic efforts on creating and expanding job opportunities that will increase earning power for average Wisconsin families.

#### **2. Prepare Workers for Tomorrow's Economy**

The Governor's vision is to invest in our greatest asset, our talented workforce, so they can advance up the career ladder as our economy prospers and grows.

#### **3. Add Value in Wisconsin's Economic Base**

Governor Doyle's high-end strategy is designed to help increase productivity, export more, add value, increase skills, and employ technology to maximize the value of our current economic base including manufacturing, agriculture, and tourism.

### **4. Create and Unleash Knowledge to Build Emerging Industries**

Wisconsin is producing knowledge and intellectual property in our universities, laboratories, and companies. Some of the fastest growing, highest paying, and emerging industries depend on commercializing this knowledge.

### **5. Tap Wisconsin's Full Urban Potential**

Governor Doyle's strategy will help tap the full potential of the Milwaukee area to ensure that finance, culture, entertainment, and urban amenities are fully developed and benefit the entire state.

### **6. Implement Strategies Regionally**

The Governor is committed to working with regional groups and officials to tailor strategies across the state according to diverse local needs.

### **7. Lower Regulatory Burdens, Keep Standards High**

The Governor's high end approach to regulatory reform calls for keeping standards high and protecting our environment, but streamlining the process to make it faster, simpler, and more efficient.

### **8. Build a World Class Infrastructure**

The Governor is working to secure the energy, transportation, and communication infrastructure Wisconsin needs to be fully engaged in the national and world economy.

### **Initiatives to Grow Wisconsin**

The initiatives to implement this vision are organized in four categories:

- Create a Competitive Business Climate;
- Invest in People;
- Invest in Wisconsin Businesses; and
- Reform Regulations and Make Government Responsive.

### **V. C. Strategies for High-Growth, High-Demand Occupations**

Wisconsin is pursuing a number of strategies to identify and target industries and occupations within the state that are high-growth, high-demand and vital to the state's economy.

These include the development of a Job Service organizational assessment and operational plan; the CWI identification of areas to be addressed including regional partnerships, skill needs and economic development; WORKnet; a new requirement for WDBs to spend 35% of their formula funds on training in high growth/high demands occupations; creation of the Office of Economic Initiatives within DWD to focus on industry clusters with particular attention to healthcare, construction, technology and advanced (high-skilled) manufacturing; the Office of Economic Advisors (OEA) that assists economic data users to better understand the relationships between labor markets and other economic and demographic specifics. OEA helps users interpret labor force data and focus on the issues and trends influencing employment growth in Wisconsin. OEA publishes monthly and annual reports that provide an overview of county and state trends. These include *Workforce Observations*, *County Workforce Profiles* and state and regional *Employment Projections*. The CWI also has a specific objective to identify high-wage, high-skilled jobs through the work of its Workforce Strategies Committee.

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### **Milwaukee Initiatives Task Force – Construction Center of Excellence**

In September 2004 DWD convened a taskforce to strengthen workforce development in Milwaukee. The group has addressed issues such as identification of training resources, the referral process in Job Centers, employment projections for projects, Wisconsin Regional Training Partnership training requirements, and the development of marketing materials related to employment opportunities in the construction industry. DWD has earmarked \$50,000 from the WIA set-aside funds for construction training, in partnership with the Private Industry Council (Milwaukee WDB) earmarking \$50,000 of local WIA training funds to use in a customized skills training program.

DWD and the Department of Transportation are providing support for the development of the new Construction Center of Excellence. Over the next three years, DWD will provide \$25,000 annually to help the Initiative for a Competitive Milwaukee link private sector demand to training and promote inner city advantages. To further assist in the actual training, DWD has set-aside \$50,000 for the coming year to pay training costs for individuals. DWD has also convened a task force of Milwaukee Job Center Network organizations to plan Job Center staff training on the construction opportunities and job seeker orientations to recruit trainees for the construction center. DWD local Job Service staff, along with other Job Center agency personnel, are being mobilized to actively recruit trainees and assist with job placement into high-paying construction jobs for the future.

The center represents the collaboration of the following partner organizations and agencies:

- Milwaukee Building Trades Council;
- The Associated General Contractors;
- City of Milwaukee under the leadership of Mayor Tom Barrett;
- Private Industry Council of Milwaukee County;
- Milwaukee Metropolitan Sewerage District;
- Bradley Tech Initiative for a Competitive Milwaukee of the Greater Milwaukee Committee Wisconsin Regional Training Partnership and BIG STEP;
- We Energies; and
- Helen Bader, Annie E. Casey, Charles Stewart Mott, and Greater Milwaukee Foundations.

Wisconsin also has encouraged workforce and economic development projects in its workforce development areas. Two projects currently in place are:

- **Advancing from the High Growth Industry Partnership Project to a Career Pathways Model** - The South Central WDB is working with the University of Wisconsin Center on Workforce Strategy – Jobs with a Future, Madison Area Technical College, Moraine Park Technical College and companies in the WDA to develop an infrastructure to support business partnerships in the Advanced Manufacturing and Health Care Industries that would support the training, retention and advancement of incumbent and dislocated workers; and
- **Northeastern Wisconsin Economic Development Partnership** - The Bay Area and Fox Valley WDAs are involved in this effort to attract new businesses and to help existing businesses grow and thrive. The partnership represents 18 counties in Northeastern Wisconsin and includes business, education, non-profit and government leaders from across the region. Governor Doyle recently announced a \$380,000 grant from the Department of Commerce to support this effort.

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### **V. D. Sustained Strategic Partnerships**

Sustained strategic partnerships involving business and industry, economic development, the public workforce system, and education partners for the purpose of continuously identifying workforce challenges and developing solutions to targeted workforce industries' workforce challenges exist in many areas of Wisconsin. The SIT will be meeting regularly to develop and to plan collaborative workforce related initiatives as appropriate in response to suggestions from CWI. Initial areas of discussion for the group include skills gaps, regional partnerships and metrics.

Committees of the CWI are charged with identifying workforce industry challenges and developing solutions. WDA local plans and business plans will address demand-driven initiatives and policies and the new youth vision needed to develop and sustain strategic partnerships to identify workforce challenges and develop solutions.

Youth Apprenticeship will also play a role. Youth Apprenticeship is an innovative business/education partnership that prepares high school students for careers in Wisconsin's leading industries. Programs are available in 22 occupational areas, all of which were developed through advisory committees composed of industry, business, labor and education representatives. A total of \$1.1 million General Purpose Revenue (GPR) funds are authorized annually for local youth apprenticeship grants. These funds are distributed by a competitive Request for Proposals process to local business/education partnerships throughout the state. Below is a complete listing of the program areas offered through the Wisconsin Youth Apprenticeship Program:

Auto Collision	Industrial Equipment
Auto Technician	Insurance
Biotechnology	Lodging Management
Drafting and Design: Architecture	Logistics (Freight Movement)
Drafting and Design: Engineering	Manufacturing: Machining
Drafting and Design: Mechanical Design	Manufacturing: Production Technician
Financial Services	Manufacturing: Plastics
Graphic Arts - Printing	Production Agriculture
Health Services	Tourism
Information Technology: Computer Science	Welding
Information Technology: Networking	

### **V. E. Strategies for Training in High-Growth, High-Demand Occupations**

Wisconsin has implemented a number of strategies to ensure that sufficient system resources are being spent to support training of individuals in high-growth/high-demand industries. This includes a new requirement that WDBs spend 35% of their WIA formula funds on high-growth; high-demand training; the CWI Workforce Strategies Committee discussion of tech prep; transition from high school to technical college; development of health care apprenticeship; and labor exchange resources being redirected to high growth, high wage jobs.

As noted earlier in the plan, DWD has convened a Select Committee on Healthcare Workforce Development with members representing the healthcare industry, government and educational organizations. DWD also has convened an internal

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workgroup which includes representatives from the Bureau of Apprenticeship and the Governor's Work-Based Learning Board for the purpose of increasing apprenticeship opportunities for young people.

DWD is partnering with the Department of Public Instruction (DPI) to support *Project Lead the Way*, a nationally recognized standards-based pre-engineering project for middle and high school students. This is an important opportunity for Wisconsin's workforce system to partner with local schools to prepare today's young people for tomorrow's jobs. Funding to support this effort is being provided by the Kern Foundation, DPI (funded through Carl Perkins Vocational and Technical Education Act) and DWD (WIA 10% set-aside funds).

To address the fact that Wisconsin has a lesser percentage of adults with baccalaureate degrees than the national average and the impact of this on job and economic development, the University of Wisconsin System and Wisconsin Technical College System Board convened a Joint Committee on Baccalaureate Expansion. The Committee's report, issued in January 2005, focuses on enhancing student success and educational quality. Governor Doyle has included a \$1.1 million GPR initiative in his 2005-2007 biennial budget proposal to begin implementing the recommendations of the Committee. The purpose of this initiative is to increase the number of adults in Wisconsin with baccalaureate degrees, an asset that will help to achieve the Governor's *Grow Wisconsin* goal of creating quality workers for quality jobs. *No WIA Title I funds are used for this effort.*

### **V. F. Strategies of Small Businesses**

Wisconsin has put into place the following strategies to support the creation, sustainability, and growth of small businesses and support for the workforce needs of small businesses as part of the state's economic strategy.

#### **Wisconsin Entrepreneurial Network**

The Wisconsin Entrepreneurial Network (WEN) is administered by the University of Wisconsin Extension, Small Business Development Center and is funded by the Department of Commerce and several UW sources.

WEN brings together the people, resources, technology, and capital to help small Wisconsin companies at each stage of growth. WEN created four new regional business assistance and technology transfer centers and operates 25 or more intake centers to serve existing businesses and startups. New regional centers are at University of Wisconsin (UW)-Milwaukee, UW-Madison, the Northeast Wisconsin Technical College in Green Bay, and UW-Eau Claire.

Through this network of assistance, entrepreneurs and small businesses get more information and stronger skills - a powerful combination that helps them better plan, manage, and grow their businesses. WEN is operated through UW-Extension with partners at the Wisconsin Technical College System, the Agriculture Innovation Center, and WiSys Technology Foundation. *No WIA Title I funds are provided for this effort.*

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### **Bureau of Migrant, Refugee and Labor Services**

The DWD Bureau of Migrant, Refugee and Labor Services, promotes small business opportunities through its contract with the Wisconsin Community Action Program (WISCAP) Association funded with GPR and Food Stamp Employment and Training (FSET) match dollars. WISCAP, in partnership with Community Action agencies, DWD and the Department of Commerce, provides business and job opportunities to low-income entrepreneurs. The program helps low income people create new businesses throughout Wisconsin. The projects provide technical assistance to individuals who have sound ideas for establishing a small business but lack the expertise and knowledge to succeed. With the help of the Job and Business Development (JBD) program, many participants have been able to leave welfare. Others have found a way out of minimum wage dead end jobs and are now able to enjoy a productive future as small business owners. WISCAP currently contracts with nine Community Action Agencies and the Great Lakes Inter-Tribal Council for JBD projects. The program assists participants to:

- Conduct feasibility studies;
- Create a business plan;
- Develop marketing strategies;
- Expand business skills;
- Learn management tools;
- Locate financial resources;
- Resolve credit problems; and
- Continue with on-going business assistance.

The Bureau of Migrant, Refugee and Labor Services also participates in a **Micro-enterprise Development program** to provide training, technical assistance and support, and revolving loan funds to help refugee entrepreneurs develop their own businesses. The Micro-enterprise Development program is a federally-funded program under which the Bureau of Migrant, Refugee and Labor Services receives a grant. The grant is distributed to local agencies to focus on intensive technical assistance and one-on-one business development for low-income refugee and welfare-dependent entrepreneurs. The program also provides or underwrites micro-loans ranging from \$5,000-\$15,000 with low interest to potential refugee business operators. Approximately 75 participants will be enrolled in the entrepreneurship training with a total of 15-20 new business start-ups per year. *No WIA Title I funds are used for this program.*

### **Other entrepreneurial efforts**

DWD is also working with Small Business Administration/Small Business Development Corporation/Department of Commerce to deliver entrepreneurial training to customers and staff through the Job Centers.

**Entrepreneurial efforts for child care providers** also are supported through the Governor's *Kids First* initiative. The proposed five-star tiered child care rating and reimbursement system and other *KidsFirst* initiatives to prepare Wisconsin's future workforce for success will encourage child care providers to improve the quality of their care. Other states have found that a similar system creates a powerful incentive for providers to improve quality. In addition, the scholarships and stipends for child care workers and teachers under two existing programs: *Teacher Education and Compensation Helps* (TEACH) and *Rewarding Education with Wages and Respect for Dedication* (REWARD) promote education and training. While there are no WIA Title I funds targeted to this effort, these programs support the goal of continuous improvement of Wisconsin's workforce.

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The Department of Commerce, the state agency that administers the state's economic development programs and policies, supports the development of businesses, especially small or minority-owned enterprises. One of the ways it does this is through its **customized labor training program**. This program is designed to assist companies that are investing in new technologies or manufacturing processes by providing a grant of up to 50% of the cost of training employees on the new technologies. The program's primary goals are to help Wisconsin manufacturers maintain a workforce that is on the cutting edge of technological innovation. *No WIA Title I funds are dedicated to this effort.*

### **V. G. Reserve Funds (set-aside funds) for Statewide Activities of Governor's Vision and National Strategic Direction**

The WIA set-aside funds are being used in the following ways to promote the Governor's Vision and DOL's National Strategic Direction:

- To support the operation of the CWI and its desire to fund special projects that will further the goals of *Grow Wisconsin* by enhancing the skills of the workforce and strengthening regional economic and workforce development partnerships; and,
- To target funds to provide training in high wage/industry clusters such as construction, advanced manufacturing, technology and health care. This includes funding selected projects such as the *Initiative for a Competitive Milwaukee* and *Project Lead the Way* (amount based on availability of funding).

Priorities for the use of the WIA set-aside funding may need to be reviewed because of the reduced federal PY 2005 WIA allocation available to DWD and the local WDBs. Decisions on funding other projects including Baldrige Express, Regional Partnership Projects, Job Center staff training (credentialing), and Job Center redesign are pending with CWI.

### **V. H. Strategies for Collaboration to Serve Youth**

Wisconsin has a number of initiatives to promote collaboration between the workforce development system, education, human services, juvenile justice, and others to better serve youth that are most in need and have significant barriers to employment, and to successfully connect them to education and training opportunities that lead to successful employment.

They include:

#### **Statewide Transition Initiative**

The Statewide Transition Initiative is a collaboration involving the Departments of Public Instruction, Corrections and Workforce Development, Cooperative Educational Service Agencies and the Wisconsin Technical College System working together to develop a comprehensive approach to providing transition services to youth with disabilities as they transition back to their communities, postsecondary education and/or employment. While no WIA Title I funding is dedicated to this effort, the DWD WIA Youth Policy Analyst participates in this effort.

#### **Governor's Work-Based Learning Board**

The Governor's Work-Based Learning Board (GWBLB) is a 17-member board that administers a number of existing and new school-to-work programs. It fosters a statewide system of business and education partnerships that prepares Wisconsin youth to compete in our global economy. Funded with GPR dollars, six full-time staff, including

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the Director, administer the programs overseen by the Board. The Board is responsible for overseeing the Wisconsin Youth Apprenticeship Program and the federal Carl Perkins Title II Tech Prep Program. The Board is an independent body, attached to DWD for limited administrative purposes.

The GWBLB's vision is to provide:

- A viable, statewide youth apprenticeship system with high skill standards and state certification;
- Access to youth apprenticeship and other quality work-based learning programs in high school by all youth;
- Access to a seamless system of education and training (e.g., 2+2+2) by all youth;
- Businesses will be active partners in education by:
  - establishing program skill standards; and
  - providing work-based learning opportunities for youth;
- All youth will leave high school with a career focus, marketable skills and strong academic and technical skills;
- Youth enter technical college and/or university with earned credits and advanced skills; and
- Businesses will have the opportunity to mentor, train, and retain Wisconsin's future workforce.

The Board is composed of the following members:

- Governor;
- State Superintendent of Public Instruction;
- President of the Wisconsin Technical College System Board (WTCSB);
- State Director of the WTCSB;
- Secretary of the DWD;
- An administrator of a division in DWD, designated by the Governor;
- Four representatives of organized labor (two appointed by the Governor, one appointed by the Senate Majority Leader and one appointed by the Assembly Speaker);
- Four representatives of business and industry (two appointed by the Governor, one appointed by the Senate Majority Leader and one appointed by the Assembly Speaker);
- Two members having experience in secondary vocational education and work-based learning who are not public officers or representatives of organized labor or business and industry, appointed by the Governor; and
- Public member, who is not a public officer or a representative of organized labor or business.

### **Wisconsin Service Integration Initiative**

Wisconsin is participating in a National Governor's Association (NGA) Technical Assistance Grant. DWD and DHFS are collaborating to address the needs of families that are involved in multiple family support systems and need ties to employment as a means to achieve self-sufficiency. The steering committee for this effort includes the Secretaries of the DWD and DHFS, the Superintendent of Public Instruction, a representative of private philanthropy, and others. DWD, DHFS and NGA met with the six local demonstration site partners (located in five counties, with two sites in Milwaukee County) in March 2005 to work on strategies to strengthen connections across systems and better serve the working poor and their children. Connecting these families to

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employment and training opportunities through Job Centers and WIA youth services is an important goal of the collaboration.

### **Former Foster Care Youth Grant**

The Former Foster Care Youth Grant (FFCYG) is another example of working with our partners including the Departments of Health and Family Services and Corrections and the Milwaukee Private Industry Council (WDB) to provide education and training services to former foster care youth. The goal is to coordinate services provided through the grant, WIA youth services and the Independent Living program. The FFCYG goals and program design are consistent with the WIA performance measures:

- Both programs are focused on certificate/credential attainment, entered employment, earnings gains and employment retention;
- For those individuals who need a high school diploma or GED before moving into post-secondary training, both the FFCYG and the WIA youth programs support the goal of high school diploma or its equivalent attainment; and
- Both programs use a case management framework that emphasizes assessment and career planning to assist participants in attaining their program goals.

A collaborative relationship between the Milwaukee County WIA youth and adult programs and FFCYG has been developed to ensure that all participants who can benefit will be enrolled in both programs. Participants may also use WIA Individual Training Accounts or One-Stop core services. The project manager is co-located in the Milwaukee REACH Center.

### **V. I. Impediments to Achieving Goals and Strategies**

Through its biennial budget process Wisconsin reviews state statutes to determine changes needed to allow for successful achievement of workforce development goals and strategies. DWD policy staff review WIA program policy on a continuous basis and respond to local concerns expressed by WIA monitoring staff to determine where changes or clarifications are needed. Discussions with local partners through various groups including the Wisconsin Association of Job Training Executives (WDB directors), ASSET Users group, Technical Assistance and Training (TAT) group, etc., also help to identify areas where improvement is needed.

The CWI is charged with recommending where changes are needed to better meet Wisconsin's workforce development goals. Through its three standing committees the CWI reviews and provides input on issues related to implementing the Governor's *Grow Wisconsin* initiative overarching goal of providing "Qualified Workers for Quality Jobs."

### **V. J. Waivers and Workflex**

Wisconsin currently has one waiver in place related to the time period for initial eligibility for training providers and will be requesting an extension of this waiver.

Policy review may identify additional areas for which Wisconsin will request additional waivers over time. Wisconsin is not a Workflex State.

### **VI. State Policies and Requirements**

#### **VI. A. Common Data Collection and Reporting Processes**

The Automated System Support for Employment and Training (ASSET) is used to track job seeker services for WIA Title 1-B, Title III, Trade Adjustment Assistance, UI Reemployment, and Department of Corrections Offender Release program. During the next two years, Wisconsin Works (W-2, TANF's work program in Wisconsin), FSET, and the Refugee Employment and Training program will be moved into ASSET.

ASSET and its associated data warehouses provide participant and performance information to help manage the programs within a Job Center. To track services provided to business Job Centers use the Wisconsin Employer Record System (ERS) on a voluntary basis. The ERS is being re-engineered to integrate with the Wisconsin Job Order System (WJOS). The new system will be known as JobNet Business (JNB) and will allow for faster, easier and more interactive use by employers and Job Center staff. JNB and its associated data warehouses will enable DWD to evaluate service to employers, provide reports to manage the Job Centers and demonstrate accountability for business services. Use of JNB will be required for all Job Centers.

#### **VI. B. Administrative Resources**

DWD began an initiative in early 2005 to refocus Wisconsin's Job Center system to support *Grow Wisconsin* that will require a greater emphasis on training in order to meet the demand for high skill workers. DWD will require that each WDB reserve 35% of each year's allocation of WIA Title 1-B funds for skill training to prepare people for high-wage/high-quality jobs.

A basic premise of the Job Center idea has been to gain operational efficiency and reduce duplication by housing services in a central location. The state recognizes the need to demonstrate a strong commitment to the Job Center system. In that spirit, the DWD Secretary will explore requiring the following DWD direct service staff to relocate to Job Centers whenever possible: Equal Rights, Apprenticeship, UI (other than call centers), Labor Market Analysts, Vocational Rehabilitation, and W-2.

DWD will also release minimum requirements that a Job Center must meet to receive resource support from DWD such as DWD staff, IT line costs, rent, etc. While it is not DWD's intent to cause any Job Centers to close, resources can no longer support a DWD presence in 78 Job Centers. WDBs may choose to keep Job Centers open that DWD does not support if they have the means to do so.

#### **VI. C. Universal Access**

Section 188 of WIA (20 CFR Part 652 et. al.) prohibits discrimination on the basis of disability as well as race, color, religion, sex, national origin, age, political affiliation or belief, and, for beneficiaries only, of citizenship on the basis of an individual's status as a citizen or national of the United States, or as an individual lawfully authorized to work in the United States, or of his or her participation in any WIA Title I-financially assisted program or activity.

In accordance with the Section 188 regulations, the Governor monitors all WIA Title I-financially assisted programs. This responsibility includes ensuring compliance with the nondiscrimination and equal opportunity provisions. Section 188 regulations specify that each Governor must establish and adhere to a "Methods of Administration" (MOA) for state programs under WIA Title I. The MOA must give a reasonable guarantee that

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all recipients comply with the nondiscrimination and equal opportunity provisions of WIA and the implementing regulations. Wisconsin has an approved MOA with an expiration date of 06/24/06. DWD staff conducts regular training and monitoring on the application of the MOA and Section 188 to Job Center operations to ensure universal access for all customers.

### **VI. D. State Policies that Support a Demand Driven Approach (not mentioned elsewhere in Plan).**

This is described elsewhere in the Plan:

- See IX. B. for a description of plans to increase awareness of high quality labor market information;
- See IX. C. d. ii. for a description of staff training in business services and job development;
- See IX. D. on Rapid Response activities that are demand-driven;
- See IX. E.3. for the demand-driven youth activities; and,
- See IX. F. on Business Services.

### **VI. E. Apprenticeship and Job Corps**

Applications for the Job Corps are available at all Wisconsin Job Centers. Through local agreements, Job Corps representatives hold office hours in several of the Job Centers. We will explore locating Apprenticeship Field Representatives in Job Centers, which will provide the opportunity to improve working relationships, including referrals to apprenticeship programs. Several Job Centers provide apprenticeship entrance testing and the Job Centers are used for special recruitments.

## **VII. One-Stop System**

### **VII. A. Quality and Competencies**

As part of DWD's effort to *Grow Wisconsin* through a "strong and focused Job Center system," new requirements are proposed for the classification of Job Centers. Requirements are described in the comprehensive and satellite centers requirements (See IX.A.3).

DWD will issue *Job Center Service Standards and Outcomes* for job seekers and employers. Additionally, DWD is working with the WDBs and the CWI to implement a staff competency/credentialing system for workforce professionals. The system will use the National Association of Workforce Development Professionals' competency program.

### **VII. B. Maximum Integration for Business and Individual Customers**

Governor Doyle established a strong link between workforce development and the economic growth of Wisconsin's economy in his *Grow Wisconsin* initiative. DWD is responding to his leadership by refocusing our direction to Job Centers.

In addition to the *Job Center Service Standards and Outcomes*, DWD provided training beginning in late PY03 and throughout PY04 in support of maximum integration of services to individuals and business. The effort began with the two Business Relations Group (BRG) symposia held in June of 2004. Regional and national DOL staff participated in the symposia. Attendees received an introduction to the BRG and to demand-driven service delivery. Also included in the event were sessions on Working with Economic Development and Using Labor Market Information in service delivery.

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In 2004, DWD re-introduced the semi-annual Job Center Roundtables. Breakout sessions were held on: what business wants from Job Centers; how to coordinate services with economic development; and, current labor market conditions.

In 2005, DWD sponsored two Job Development Symposia. These two-day sessions emphasized the importance of working with business to determine their needs in order to find jobs for the individuals coming to the Job Center. Attendees included staff from Job Centers, Job Service, WDBs, Vocational Rehabilitation, Department of Corrections, W-2 agencies, and Refugee Employment and Training projects.

DWD has leveraged WIA Title 1B funds with funding from the Workforce Information Core Products and Services Grant, TANF and WIA Title III to deliver a series of training sessions to Job Center line staff. The training is designed to improve customer service skills. Training programs include: Resource Room 101 and 201; Using the WisCareers System; Basics of LMI; and, Serving Offenders.

### **VII. C. Job Center System - Infrastructure Costs**

At the onset of the One-Stop system development in the 1990's, Wisconsin provided extensive assistance in identifying infrastructure costs and recommending appropriate cost allocation methods. Wisconsin contracted for the development of a *Cost Allocation Resource Guide* that identified practices that are still in use today.

A key component of infrastructure is the IT system used in the Job Centers, which includes Internet based systems as well as PCs in the Resource Rooms. The state provides ongoing support for these systems and works with local centers to plan for PC replacement as needed throughout the year.

At the local level, as part of the process of developing the MOU for each Job Center, the One-Stop Operators will identify how infrastructure issues will be managed and describe how costs will be shared within the Centers. This is reviewed at the state level in the *WDA Plan* review process.

In the past few years, as a result of a reduction in W-2 funding, many smaller Job Centers are struggling to remain viable. State and local staff work very hard to find strategies to keep smaller Job Centers open and have developed such strategies as shared funding for some positions, itinerant staffing so that there is coverage during the week to provide basic services, moving to less costly locations or co-locating with partners that were previously in separate facilities. In the future DWD will be requiring comprehensive and satellite centers to meet minimum requirements for continuing funding from DWD (See VI. B.).

### **VII. D Reserve funds for Statewide Activities**

Statewide funds will continue to be used to develop and upgrade ASSET and enhance other Job Center data systems like the Case Managers Desk Reference, JobNet, JobNet Business, WisCareers, and WORKnet. These statewide funds are usually used in conjunction with funds from TANF, Wagner Peyser 10%, the Workforce Information Core Products and Services Grant, and the Career Resource Network.

Additionally, technical assistance is provided by DWD to assist Job Center staffs improve services to individuals and business and to meet program requirements.

### **VII. E. Full Spectrum of Assets**

To address the goals of the Governor's *Grow Wisconsin* initiative, a high level *WDA Plan* must be developed that identifies the workforce and economic needs of the area. Within the planning process each WDB will account for regional economic initiatives, business trends, worker skill/sector-based training needs and efforts planned to address them. WDBs will be expected to ramp-up business services to focus on employers that offer entry level jobs that pay good wages. Core and specialized business services should be available. Services to job seekers will focus on building career resiliency over a lifetime of work. Job Seeker services will include a new emphasis on understanding the labor market in which they are seeking employment, choosing employers that offer good wages and opportunities for advancement, how to repair credit and build financial assets.

### **VIII. Administration and Oversight of Local System**

#### **VIII. A. Local Area Designations**

##### **VIII. A. 1. Workforce Development Areas and Timeframes**

Wisconsin has operated with 11 state designated WDAs since 1998, when 17 areas were consolidated to 11 while taking key factors into account to improve the service delivery system. Attachment G identifies the boundaries and Job Centers within each WDA. Wisconsin has no plans to alter the configuration of the WDAs at this time.

##### **VIII. A. 2. Process of Designation**

The CWI was intimately involved in the reconfiguration of the WDAs in 1998. Working subcommittees of the CWI included customers from the field in the redesign and formation of the WDAs and WDBs. Leadership from many of the local elected officials and input from other partners including education entities were garnered to determine the most effective boundaries for service delivery.

In 1995, statutory responsibility was given to the CWI to recommend employment and education boundaries aligned as closely as possible with the technical college district boundaries. The operational configuration of the 11 WDAs also interfaces with local labor market areas.

For implementation of WIA, the state intended to continue with the 11 WDAs unless local areas requested changes. Consensus from the local elected officials and area partners confirmed that the boundaries were working well to meet the needs of employers, the workforce and effected partners. The state requested a formal notification from the WDAs' Chief Local Elected Officials (CLEOs) in the May 1999 *Local Elected Officials Guide* whether they planned to stay with the current county boundaries, or planned to convene meetings with other local elected officials to discuss possible changes to the current configuration. The letters of intent from the CLEOs were received by June 30, 1999, confirming the retention of the 11 operating WDAs.

##### **VIII. A. 3. Appeals Process**

CLEOs were instructed to file an appeal with the Governor and/or the Chair of the CWI within 30 days of notification that the request for designation was not approved. The Appeal had to provide the basis for challenging the failure by the Governor or the CWI to approve the designation request, and had to cite a failure by the Governor or his/her designee to properly consider the criteria enumerated clauses (i)-(v) of Section 116(a) (1)(B) of the WIA.

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The Governor or the Chair of the CWI, could then refer the Appeal to an appropriate committee of the CWI for review and a determination whether or not the criteria were or were not appropriately applied to the request for designation.

The Governor or the Chair of the CWI was required to issue a final decision of the designation request within fifteen days. The final decision, if unsatisfactory to the appealing parties, could be further appealed to the Secretary of DOL as provided in *Section 116(a)(5)* of the WIA

### **VIII. B. Criteria for Local Board Membership**

In addition to the federal requirements of WDB membership and processes, Wisconsin had established the following additional criteria:

- To ensure demographic diversity on the local boards, membership must be comprised of at least 20% female members;
- If there are at least 3% minority population in an area, there must be at least one minority representative appointed to the local board; and,
- To ensure that business members are those with employment opportunities in the area, we strongly encourage that the industries making up more than 10% of the industries in an area should have members equal to at least one per every 10% (e.g., 33% manufacturing would mean at least three business representatives from manufacturing businesses; 25% service would require at least two service industry representatives. If a WDA chooses not to follow this guideline, they must provide an explanation of why they used a different industry mix (e.g., focusing on particular industries to deal with the needs of the area).

### **VIII. C. Capacity Building of Local Boards**

The CWI Workforce System Development Committee conducted surveys of the WDB Chairs, Executive Directors and the CLEOs, and discussed the results at their December 2, 2004 and February 7, 2005 meetings.

Several of the questions related to the support needs of the WDBs, their responsibilities and the level of participation. Based on those discussions, the committee agreed that further assistance to the WDBs was needed as well as guidance to the CLEOs on soliciting prospective WDB members. At their March 4, 2005 meeting, the committee entertained funding several proposals to assist the WDBs including a continuous improvement Baldrige Express Self-Assessment that can help a WDB better understand how it is doing in fulfilling its leadership responsibilities, and how it can better align all aspects of its organization toward achievement of its key goals.

The committee believes this Baldrige approach would be a consistent method for all eleven WDBs. It is anticipated this would be the first initiative with the intention of designing ongoing TAT for WDBs and CLEOs. In addition, the committee has discussed how the WDBs would report to the state as part of an overall accountability system but further discussions and decision-making at the CWI will need to take place before there is a final agreed upon an annual "score card."

### **VIII. D. Local Planning Process**

WIA establishes local Workforce Investment Boards which are called WDBs in Wisconsin. The broad purpose of the WDB is to set policy for the workforce investment system within the local area. Wisconsin's vision for WDBs is to support *Grow Wisconsin*, which includes: increasing education, skills and wages; focusing on the future economy; making smart and strategic regional decisions; and, fostering entrepreneurship. WDBs also fund service providers and maintain effective oversight of the local workforce investment system. The WDB is to guide the development of a system-wide approach which achieves the purpose of the WIA including: increasing employment, and retention and earnings of participants; increasing occupational skill attainment; improving the quality of the workforce; reducing welfare dependency; and, enhancing the productivity and competitiveness of the state's and nation's economy.

#### **VIII. D. 1. Oversight**

The DOL is anticipating the reauthorization of the WIA within the two-year period, and therefore, requiring states to submit a plan for only the first two years of the five-year planning cycle. Wisconsin issued *Local Plan Guidelines* for the first two years of the planning cycle to coincide with DOL's requirements for the state plan. All 11 Title I local plans will be reviewed and approved by DWD and will be used in the development of the state plan and submitted to the DOL.

The specific functions of the WDB are to:

- Develop and submit a comprehensive 2-year local Workforce Development Area (WDA) plan. The plan will be reviewed and approved by DWD, the Governor's designee;
- Coordinate workforce investment activities with economic development strategies and develop other employer linkages;
- Promote the participation of private sector employers in the statewide workforce investment system and ensure the effective provision, through the system, of connecting, brokering, and coaching activities, through intermediaries such as the One-Stop operator in the local area or through other organizations, to assist such employers in meeting hiring needs;
- Select WIA Title I-B operators and providers;
- Develop a budget to implement these functions and direct the disbursement of WIA Title I-B funds;
- Conduct oversight of WIA Title I-B youth, adult and dislocated worker programs and the One-Stop system.

DWD sent a letter to all 11 WDBs providing instructions for negotiating and reaching agreement between the WDBs and the state on the WIA local performance standards for PY 2005 and 2006.

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### **VIII. D. 2. How does the local plan approval process ensure that local plans are consistent with state performance goals and state strategic direction?**

- The WDB is responsible to DWD for its local plan. The plan includes WDA goals and integrated strategies that advance *Grow Wisconsin*. The state plan guides the local plan. Local plans are reviewed by DWD to determine if they meet the requirements of local WIA plans as required by federal statute, regulation and DWD policies.
- The plans of other partner programs (WIA Title 2-Technical College, WIA Title 3 – Job Service and WIA Title 4 – DVR, TANF and others) support and are aligned with the local plan.
- The local plan supports and aligns with local and regional economic development plans.

### **VIII. E. Regional Planning:**

#### **VIII. E. 1. Intra/Inter-State and Performance Measures**

**Does not apply to Wisconsin.**

#### **VIII. E. 2. Designations and Activities**

**Does not apply to Wisconsin.**

#### **VIII. E. 3. Roles**

**Does not apply to Wisconsin.**

### **VIII. F. Allocation Formulae:**

#### **VIII. F. 1. Methods and Factors**

Wisconsin does not use adult or youth alternate formulae.

#### **VIII. F. 2. Equitability**

Wisconsin uses the fund distribution formula found in WIA Chapter 4, Sec. 128. The formula for fund allocations to the local WDBs is based on several demographic factors. The main factors are population, census ratio, employment rates, unemployment rates and past performance. This formula is mostly population driven, although it also takes into account factors such as disadvantaged youth levels. Adjustments are made to increase funding to high unemployment areas and to reward WDBs that meet performance standards. Adult and Youth each have their own formula.

There is also a hold harmless clause which provides each WDA at least 90 percent of its prior year funding. In this case, the fund allocation to the WDA is adjusted upward so that 90% of its prior year funding is achieved.

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### VIII. F. 3. Dislocated Worker Formula

All funds for dislocated workers will be distributed throughout the state using the three-part formula in the WIA. Individual area allocation shares are adjusted using the hold-harmless method stated in the DOL Secretary's September, 1999 directive. This will limit dramatic shifts in funding levels. The following chart illustrates the formula:

Allocation Factor	Weight Assigned In Formula	Data Source(s) and Time Period
Unemployment Concentrations	25%	A substate area had to meet or exceed the state unemployment rate or have 10% or more of the unemployed workers in the state in order to qualify for this factor. Qualifying substate areas receive a prorated share based on the total number unemployed located in substate areas meeting the threshold.
Declining Industries	25%	The decline in employment by industry from a 1982-84 base period to the most recent year for which data is available was used to determine long-term trends and provide consistency. Substate areas receive a prorated percentage of the state total.
Farm Hardship	12.5%	Substate areas receive a prorated percentage of the total loss in the number of farms from a 1982-84 base period to the most recent year for which data is available.
Plant Closing/Mass Layoff	12.5%	Substate areas receive a prorated percentage of the total number of persons reported as being laid off from their employment by employers who file notification under state and federal plant closing/mass layoff laws.
Long-Term Unemployment	18.75%	Substate areas receive a prorated percentage of the total number of persons who received unemployment compensation payments for at least 15 weeks in a benefit year.
Insured Unemployment	6.25%	Substate areas receive a prorated percentage of the total number of persons who received at least one unemployment compensation payment in a benefit year.

### **VIII. F. 4. State Board Involvement**

In the planning process for the allocation formula input from local boards was sought through WAJTE and LEOs through the Wisconsin Counties Association. The CWI Ad Hoc WIA Committee reviewed the allocation formula when it was originally established in 2000.

### **VIII.G. Provider Selection Policies**

#### **VIII. G.1 Policies, Procedures, and Performance**

The policies and procedures, applied by local areas, for determining eligibility to be on the WIA state list of eligible programs and Providers are found in the Initial Eligibility policy. It requires all training providers to complete a standard statewide application. Following the requirements of WIA Section 122, training providers covered under Title IV of the Higher Education Act and the National Apprenticeship Act only have to submit an application to be eligible for the state list.

The group of training providers not covered by either act must have their application approved by the local WDB before it can be submitted to the state for final 30 day review and placement on the state list. Following are the criteria for approval:

- The application is complete;
- The description of the program of training services is complete;
- The performance information addresses: 1) program completion rates for individuals participating in the program; 2) percent of individuals who obtain unsubsidized employment; and 3) wages at placement in employment;
- The performance information is for the most recent 12-month period;
- The application contains the required cost information;
- The training provider has not violated any conditions of WIA; and
- A training provider of nursing assistant programs must be approved by DHFS and be on their registry before they can be approved and placed on the WIA state list.

Currently, Wisconsin is not required to use performance to determine continued eligibility on the WIA state list. In 2002, DWD received a waiver to postpone subsequent eligibility. The intent is to wait and see the path WIA reauthorization takes before considering how performance will be used. Since the time the waiver was granted, DWD worked to build and improve its data base on the performance of training providers and programs serving WIA participants with ITAs.

Two scorecards were produced a year ago: one for training programs and one for providers. The information for both scorecards comes from data local case managers enter in the ASSET system. It requires locals to record in ASSET the information on the program and its training provider. It also requires case managers to return to these specific screens to report if participants complete or drop out of training and if they find a job. Both scorecards are found on the ITA/state list website. How they will be used in the future to guide eligibility determination has not been determined. At the point decisions need to be made about the role performance and the scorecards play, a workgroup will be formed to make recommendations, similar to what was done with the Subsequent Eligibility Workgroup in 2002.

### **VIII. G. 2. Solicitation**

The process for soliciting comments and suggestions in the development of the Initial Eligibility policy followed the same route that all WIA development activities took. A WIA workgroup on training issues and a separate workgroup on dislocated workers met several times during the summer months of 1999 to offer suggestions. Comments also were sought via the department's WIA web-site. All suggestions were considered in developing the Initial Eligibility policy. When a draft was completed, it was sent along with the draft application to the employment and training community for comments. Included in the audience were unions, technical colleges, private for profit training institutions, and all WDBs.

In 2001, DWD formed a Subsequent Eligibility Workgroup. It consisted of representatives from WDBs, Wisconsin Technical College System, unions, Wisconsin Educational Approval Board and private for profit training institutions. They met throughout 2002 and developed policy recommendations concerning *the WIA State List of Eligible Programs and Providers*. Included in their policy recommendations was Wisconsin's request for a waiver from subsequent eligibility.

DWD's standard procedure for issuing a new policy is to develop a draft and then send it to the employment and training community for 30 day review and comment. Comments from the review are incorporated into the final policy.

### **VIII. G. 3. Maintenance of State Training Provider List**

Wisconsin's *WIA State List of Eligible Programs and Providers* is maintained by the Bureau of Workforce Programs (BWP). Once applications are approved by one of the 11 local WDBs, they are sent to BWP for final review. BWP staff review training provider applications within the required 30 days. If there are problems, the application is sent back to the WDB for further clarification. If there are no problems, the training program and provider are placed on the list.

The enhancement of the list has been an ongoing process since it was originated in 1999. It has gone from a flat file to a stand alone Oracle data base application. It now has greater capabilities for sorting and filtering data and presenting it to the user in a readable and comparable format. Eventually, the intent is for it to have capacity for training providers to update their program and provider information electronically. Until this happens, training providers are reminded through a list serve notification to keep BWP informed of changes to their program and contact information.

### **VIII. G. 4. Appeal Process**

When there is a need to remove a program and provider from the state list, the local WDB that submitted the application and BWP work together to address the situation. They decide who will send the letter. (Usually it is BWP.) It states the reason(s) for removal and gives appeal information. An appeal form reference is included -- [http://www.dwd.state.wi.us/dwd/forms/DWD/DWDD\\_7627.htm](http://www.dwd.state.wi.us/dwd/forms/DWD/DWDD_7627.htm). The appeal follows DWD policy for all WIA appeals.

### **VIII. G. 5. Grants and Contracts Processes**

Granting of funds in competitive and non-competitive processes is done in accordance with the *State Procurement Manual* that details procedures and the public notifications requirements for potential bidders to be made aware of the availability of grants and contracts.

### **VIII. G. 6. Local Criteria for Youth Activities**

All 11 WDBs develop their own criteria for selecting youth providers. DWD encourages them to build their criteria on the following principles: demonstrated effectiveness, financial stability, fiscal accountability, cost effectiveness, qualifications and expertise of staff, and demonstrated linkages with other youth providers, schools, employers, and the Job Center system.

WDBs are required to keep DWD informed of current information on each of their youth service providers through their local plan and modification process. DWD puts this information on its statewide WIA website. The information collected includes WDB counties covered by a service provider, their contact information, whether they serve in school and out-of-school youth and younger and older youth. The WIA website address is <http://dwd.wisconsin.gov/dwdwia/youth/default.htm>.

### **VIII. H. One-Stop Policies**

#### **VIII. H. 1. Coordination of Partners and Wagner-Peyser Funds**

The Wisconsin Job Center system involves a majority of the WIA mandated partners. State policies have driven the collaborative model. WIA requirements have helped involve additional partners, and coordination efforts have been formalized, with the MOU (Memorandum of Understanding) and One-Stop components.

DWD administers Vocational Rehabilitation, TANF, WIA, and Wagner-Peyser programs, and maintains an intra-agency collaboration team. For WIA and Wagner-Peyser programs, DWD ensures that policies and directions to the local partners emphasize close coordination and non-duplicative service efforts.

At the local level, it is expected that Job Service will compete for WIA funding and be an integral part of providing WIA and Wagner-Peyser labor exchange services. Local MOUs are reviewed at the state level, to ensure there is non-duplicative funding and services efforts.

#### **VIII. H. 2. Improvements and Technical Assistance**

DWD helps local areas identify needed improvements through on-site monitoring, customer satisfaction surveys, and self-assessments. Technical assistance is provided based on need and the pervasiveness of the issue. Single site issues are dealt with on a one-on-one basis. Multi-site issues may be dealt with through group training (for example: a roundtable break-out session, calling in an expert to provide an intensive training).

### **VIII. H. 3. Additional Mandatory Partners**

Wisconsin's primary TANF program, W-2, and the FSET program are mandated One-Stop partners. The W-2 and FSET programs are physically integrated into the Job Centers throughout the state either on a co-location, itinerant-staffed or network basis. While the level of physical integration varies throughout the state, all W-2 agencies, which currently administer the W-2 and FSET programs through the W-2 and Related Programs contract, are expected to coordinate with other Job Center partner programs in their WDA to maximize programmatic resources and eliminate duplication of services. Referral to other Job Center programs and dual-enrollment of appropriate individuals ensures that W-2 participants and FSET participants have access to the spectrum of services available through Wisconsin's workforce development system. As a means to augment coordination across partner programs, WDBs include a W-2 agency representative. Likewise, agencies that are selected to administer contracts for the W-2 and related programs must provide an opportunity for the area WDB to review and comment on their W-2 and Related Programs Plan.

### **VIII. I Oversight and Monitoring Process**

The DWD has four staff called Local Program Liaisons (LPL) and 11WDBs. Each LPL is assigned specific WDBs for which they provide WIA program oversight, technical assistance and monitoring.

Criteria guiding their roles include:

- Compliance with program policies and procedures and operation within the parameters established by WIA Law, Federal Regulations, and DWD's *Workforce Programs Guide*;
- Provision of quality services to jobseekers and employers according to the approved State WIA Plan and local WIA plans;
- Entry of valid data into Wisconsin's WIA participant tracking systems called ASSET;
- Provision of accurate eligibility determination and supporting documentation in case files;
- Performance outcomes are at the meet or exceed level;
- Provision that case file documentation meets DOL requirements for annual data validation;
- Provision that WDBs are implementing corrective action steps identified in DOL audits, state monitoring reports, and corrective action plans for certain WDBs that did not meet their WIA performance measures; and
- Provision of appropriate expenditure levels for grants.
- Compliance with all program policy, including priority of service for veterans.

LPLs complete the following oversight and monitoring activities and procedures on an ongoing basis to ensure the above criteria is being met:

- Attendance at local WDB meetings, WDB subcommittee meetings, One-Stop center meetings, and case managers' meetings;
- Review/approval of/sign-off of local WIA plans and modifications and subsequent grant awards;
- Certification/recertification of local WDB member composition;
- Review/approval of the WDB's local service delivery policies;
- Provision of technical assistance to WDBs;
- Review of WIA expenditure levels;

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- Review of WIA performance outcomes;
- Assistance in annual renegotiation of performance measures;
- Review and approval of ASSET data changes that are impacted by policy and performance;
- Attendance at monthly meetings with DWD policy staff to relay local WDB issues and to collaborate on plans for resolution;
- Participation in DOL monitoring visits; and
- Review and approval of corrective action plans if required of the WDB and follow-up to ensure corrective action steps are resulting in improvement.

LPLs complete formal on-site monitoring of their assigned WDBs on an annual basis through the following procedures:

- Monitoring guides are developed and revised on an annual basis depending on criteria described above;
- A monitoring survey is sent out to WDBs to complete and return to their LPL at least two weeks prior to the on-site visit;
- LPL completes a desk review of the monitoring survey and attachments submitted by the WDB, conducts on-site program interviews with WDB staff, and reviews randomly selected adult, dislocated worker, and youth participants' case files and their corresponding ASSET records;
- LPLs issue a monitoring report to the WDB within 30 days of the on-site review. Findings, observations, and comments are included in the monitoring report. Findings including required actions to be taken by the WDB to correct the situation. The WDB is required to respond in writing to acknowledge and specify their corrective action steps;
- LPLs monitor to ensure the corrective action is implemented; and
- LPLs produce a final summary of monitoring results; these results are shared with state managers and policy staff. Technical assistance, training efforts, and policies are then produced in accordance to needs and issues identified during the monitoring process.

Beyond ongoing fiscal oversight, the DWD conducts monitoring of each WDB's administrative controls and procurement practices. This includes such areas as cost allocation, sub-contracts, single audit, WDB policies and controls, direct labor and costs charged by WDBs, fiscal reporting practices, and procurement methods. Reviews may be on site or desk top. DWD determines the type of review based on prior audit/monitor results, amount and type of funds and size of agency.

An Equal Employment Opportunity (EEO) Officer provides ongoing civil rights oversight of the WDBs. This is done through desktop review of Civil Rights Compliance Plans required to be updated annually by WDBs. WDBs receive an on-site monitoring visit at least once every two years. DWD determines which agencies will be monitored each year based on a schedule which takes into consideration size of agency, geographic distribution, programs administered, concerns arising from the agency's Civil Rights Compliance Plan, and number and type of complaints received.

In addition, LPLs conduct monitoring of Trade Adjustment Assistance (TAA) programs and National Emergency Grant (NEG) grants. This is a valuable method of ensuring that TAA and NEG are appropriately interacting with WIA Dislocated Worker Formula and

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Special Response grants. Items monitored include service delivery, number of participants served and placed, performance outcomes, etc. NEG grants are monitored at 90 days after start up and again at six months. Reports are completed by the LPLs and shared with the Dislocated Worker Section and local WDBs. LPLs ensure that any findings requiring corrective action are resolved.

### **VIII. J. Grievance Procedures**

The grievance procedure is Attachment I.

### **VIII. K. Policies and Procedures for Effective Local Systems**

#### **VIII. K. 1. State Guidelines for Selection of Providers by Local Boards**

One-Stop Operators in each local area are designated and certified by the WDB with the agreement of the Chief Local Elected Official (CLEO). The OSO is designated or certified through a competitive process or under an agreement between the WDB and a consortia of entities that includes at least three or more of the required One-Stop partners identified at Sec. 662.200. (WIA sec. 121(d)). The local WDB may be designated or certified as the One-Stop operator only with the agreement of the CLEO and the Governor. Wisconsin's vision, consistent with DOL guidance, is for WDBs to provide strategic planning and direction for the workforce investment system within the WDA. This vision does not include boards providing direct WIA Title I-B services or being the OSO. Therefore, DWD has provided guidance to local areas on this issue in a policy and procedure which outlines the criteria by which local areas can seek the Governor's agreement to provide direct services. No WDBs are currently providing direct services as defined by this policy.

#### **VIII. K. 2. Impasse Procedures**

DWD emphasizes full and effective partnerships between local WDBs and Job Center partners. WDBs execute an MOU describing each partner agency's role in addressing the workforce issues identified in the plan. Local areas may request assistance in negotiating the MOU from DWD or the state agency responsible for administering the partner program, the Governor or other appropriate parties. Local negotiation efforts that have taken place must be documented at the time of the request.

Where a required partner has not signed the MOU by the DWD established submission date:

- The Governor and the responsible state agency must report this to the Secretary of Labor and to the head of any other Federal agency with responsibility for oversight of a partner's program;
- Any partner that fails to execute an MOU may not be permitted to serve on the WDB; and,
- Any local area in which a WDB has failed to execute an MOU with all of the required partners is not eligible for state incentive grants awarded based on local coordination of activities.

#### **VIII. K. 3. Local Board as Service Provider**

DWD has been clear with the WDBs regarding the limited conditions under which a local board may provide services directly. Currently, 4 WDBs have created separate legal entities that provide direct services.

### **VIII. K. 4. Training Providers Performance Information**

Wisconsin follows what is written in WIA section 122 (h)(2) concerning the collection of performance information from training providers of on-the-job and customized training. It gives the Governor discretion to decide if performance information will be collected. Wisconsin does not require this information be collected.

### **VIII. K. 5. Reallocation**

The state will reallocate funds among local WDBs as needed. Funds unspent at the end of the contract period are allocated to eligible WDBs as performance awards. The state may adopt the proposed rule that allows the reallocation of funds prior to award end. If a WDB is below 70% expected spending at end of year one, reallocation may occur.

### **VIII. K. 6. Transfer Funds Authority**

This transfer of WIA funds will be treated similarly to other budget modifications. The WDB must submit revisions to its program plan, client data and budget. The state will review the modification and either approve or deny it. There is an edit in the DWD fiscal system that does not allow transfers to exceed the percentage allowed by law. This procedure is also noted in the *WIA Workforce Programs Guide*.

### **VIII. K. 7. Special Needs Populations**

#### **Policies for special needs populations**

The basic structures for serving populations with special needs are addressed through a comprehensive and satellite Job Center delivery system and demand-driven strategic partnership planning structure. In serving groups with special needs, Wisconsin's WIA policies and procedures follow:

- Provide tools and strategies to strive towards universal access to core services under WIA: Key areas addressed are language, physical disability, geographic location, cognitive barriers, reading level and economically disadvantaged;
- Develop plans to address areas lacking accessibility that will not be implemented immediately due to undue hardship or lack of feasible solutions;
- Emphasize monitoring by WDBs to ensure special needs groups are receiving adequate level of service;
- Provide technical assistance on assessment services to guarantee that solutions for barriers to employment are addressed;
- Promote increased referral of displaced homemakers to Carl Perkins Technical College Program by Job Centers;
- Continue technical assistance activities in Non-Traditional Opportunities (NTO) and assist Job Centers in integrating NTO awareness and programming into their operations;
- Encourage the training and placement of dislocated workers into nontraditional occupations;
- Deliver Disability Program Navigator Initiative services in local Job Centers to assist people with disabilities in gaining and retaining employment; and,
- Explore partnership issues related to development of information and referral systems and coordinating outreach efforts to underserved populations.

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Wisconsin serves special needs populations and establishes priority of services as specified in the *Workforce Program Guide*.

### **Special Populations and Priority for Services**

In addition to the Veteran's priority of service requirement noted in IX c. 5., each WDB has a local priority of service policy they may use when WIA funds are limited. The local WDB includes the process and criteria for determining when funds are limited in the local WIA Plan, and specifies the target group(s) to receive priority services.

### **Coordination with the Temporary Assistance for Needy Families (TANF) Programs**

In Wisconsin, the local W-2/TANF agency is a required partner in the One-Stop system.

TANF recipients will have access to more information about employment opportunities and services when the TANF agency participates in the One-Stop delivery system. In addition, being a One-Stop partner ensures that the TANF agency participates in developing workforce investment strategies that help cash assistance recipients secure lasting employment.

### **Title I Services for Displaced Homemakers**

Displaced homemakers may be eligible to receive assistance under Title I in a variety of ways, including:

- Core services provided by the One-Stop partners through the One-Stop delivery system;
- Intensive or training services for which an individual qualifies as a dislocated worker/displaced homemaker;
- Intensive or training services under the Title 1-B adult program for which an individual is eligible;
- Statewide employment and training projects conducted with reserve funds for innovative programs for displaced homemakers, as described in 20 CFR 665.210(f). Presently there are no such projects identified in Wisconsin.

### **Eligibility of Individuals with a Disability**

An individual with a disability is considered a low-income individual (even if the family of a disabled individual does not meet the income eligibility criteria) and are provided appropriate accommodations upon self-disclosure.

### **Displaced Homemakers - Eligibility and Coordination of Services**

Coordination with the Displaced Homemaker Program funded by the Wisconsin Technical College System with General Purpose Revenue (GPR) or Carl Perkins funds is required in order to maximize services available to displaced homemakers. This includes but is not limited to the following:

- How displaced homemakers will be made aware of the services available to them;
- How their specific issues such as the loss of a loved one, becoming a single parent, or dealing with the illnesses or disability of a spouse will be addressed; and
- How to assess the transferable skills of a homemaker to the workforce.

### **VIII. K. 8. Sixth Youth Eligibility Criterion**

The state has not established additional eligibility criterion. Local Boards have developed their own policies included in the Local Plans.

### **IX. Service Delivery: Approaches**

#### **IX. A. One-Stop Service Delivery Strategies:**

##### **IX. A. 1. Service Provision by Each Partner**

The Job Center MOU will describe the services offered in the Job Center and include partner programs' roles and responsibilities for the delivery of those services. The Job Center *Service Standards* and *Expected Outcomes* provide state direction on how the One-Stop Operator and its partners will deliver services.

##### **IX. A. 2. Youth Formula Programs**

DWD has a good partnership with the local WIA youth program managers.

DWD and the local WIA youth program managers have met several times to discuss how to provide better accessibility to Title I youth services through the Job Centers.

Several ways to do this include the following:

- Include provisions for assisting youth programs into the MOUs of One-Stop partners;
- Provide separate, well-identified areas in the Job Centers just for youth;
- Provide a bulletin board to post workshops and training opportunities or other information just pertaining to youth;
- Create a website devoted to youth;
- Job Center resource rooms have materials and resources that are appealing to youth; and
- Require youth service providers to bring youth participants into the Job Centers to use JobNET, Career Education tools, and be trained on resume writing, grooming for the workplace, interviewing, employment skills, self-management skills, transferable skills, and where to find labor market statistics; and,
- A new emphasis will be on teaching youth financial literacy skills including the wise use of credit and building financial assets.

##### **IX. A. 3. Minimum Service Delivery Requirements**

The following are the minimum standards for local service sites to be comprehensive or satellite Wisconsin Job Centers. At least one site in each WDA must be a comprehensive Job Center as defined below. There may be multiple comprehensive Job Centers in each WDA. The local WDB may also incorporate satellite Job Centers as defined below.

#### **Comprehensive Center Requirements**

- The Resource Room/customer service areas of the center are staffed all hours the center is open. A Job Center staff is dedicated to the Resource Room. That is, persons who are properly trained in this function and whose primary duty is to provide Resource Room services staff the room.
- WIA Title 1 and Wagner-Peyser and at least two other major partner programs listed in section 121(b)(1) of WIA and the W-2 program share Job Center common costs (e.g., Job Center staffing, shared facilities costs).
- Co-location requirements – WIA Title 1, Wagner-Peyser and at least two other major partner programs have staff physically housed at and delivering services

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from the site. (W-2 is a major partner program in addition to those defined in section 121(b)(1) of WIA.)

- The site provides customer access to all other required WIA partner programs.
- The site meets ADA physical and program accessibility requirements.
- All partner programs use DWD IT systems that include, at a minimum, ASSET, JobNet, and JobNet Business.

### **Satellite Center Requirements**

- The Resource Room/customer service areas of the center are open to the public for business all hours the center is open. Knowledgeable staff is available during open hours to assist any customers.
- At least two of the major partner programs identified in section 121(b)(1) of WIA and the W-2 program share common costs of operating the site (e.g., Job Center staffing, shared facilities costs).
- At least two of the major partner programs have staff physically housed at and delivering services from the site. (W-2 is a major partner program in addition to those defined in section 121(b)(1) of WIA.)
- The site provides customer access to all other required WIA partner programs.
- The site meets ADA physical and program accessibility requirements.
- All partner programs use DWD IT systems that include, at a minimum, ASSET, JobNet, and JobNet Business.

*Job Center Service Standards and Outcomes* guide service delivery in all centers. Over the next year DWD will be finalizing these. Assistance will be provided to WDAs by DWD in the design and financial support of some of these.

- WDAs will design and deliver standard and customized business services.
- WDAs will identify those employers in their territories that provide high wage/high demand jobs and employers that offer a family-supporting wage and quality benefits (refer to II. Key Strategic Priorities for a description of these) and work to attach those employers to the public workforce system.
- WDAs will design a "fee for service" schedule for certain business services and possibly some job seeker services.
- WDAs will provide tiered services to businesses, some for a fee.
- WDAs will engage in a Baldrige Express process as an opportunity to strengthen the operations of the organization.
- WDAs will work toward assisting all Job Center direct service staff and their supervisors attain national credentials as Workforce Development Professionals.
- Job Centers will provide financial literacy training, including financial asset building to Job Seekers, and credit counseling, if appropriate.
- Career counseling will include exposure to the labor market in which the customer wants to work, the employers with family-supporting wages and quality benefits in that area, skills assessment matched to these jobs, training opportunities for these jobs.

### **IX. A. 4. Tools and Products**

DWD supplies Job Centers with automated tracking systems, customer information and marketing brochures, and Job Center staff training. Some of the products are:

#### **Information Technology Products**

- ASSET: an automated case management system for individual customers;
- JobNet Business to track services to business;
- Case Manager's Desk Reference (CMDR): enables case managers to verify individual customer participation in a variety of related programs;
- WisCareers: allows individuals access to career assessment and development information;
- WORKnet: enables individual customers to access labor market and occupational information, business access to information about the labor market and economy and researchers to access labor market information and historical data;
- JobNet: allows business customers to post job openings state wide (and through the link to America's Job Bank, nationwide) and allows individual customers access to posted jobs;
- Data Warehouses for Job Centers to get reports about program participation and performance;
- The state eligible training provider list: allows individual customers and case managers to make informed choices about potential training providers;
- Accessible Workstations: These disability adaptive computer workstations enable persons with disabilities to access all products more easily;
- [wisconsinjobcenter.org](http://wisconsinjobcenter.org): This website is a link site to a wide variety of workforce development tools for individual and business customers as well as Job Center staff; and
- Provide the data lines to comprehensive Job Centers.

#### **Customer Brochures (examples only, not a complete list)**

- Fair Employment Law Series (for business and individuals);
- Guides to selecting a child care provider;
- Earned Income Tax Credit information (for business and individuals);
- Work Opportunity Tax Credit information (for business and individuals);
- Reference Guide to information needed to complete a job application; and
- Resume Tips

#### **Training**

- Resource Room Training 101 & 201 (Job Center staff);
- Career Development Training (Job Center staff);
- Using LMI Tools (Job Center staff);
- Labor Law Clinics (business);
- The Jobs Revolution (business);
- Job Development Symposia (Job Center staff);
- Working with Offenders (Job Center staff);
- Using JobNet Business (business and Job Center staff);
- Money Smart (individuals);
- The Money Conference (individuals); and
- Job Center Roundtables, WIA Roundtables, Dislocated Worker Roundtables.

### **IX. A. 5. Models/Approaches**

DWD promotes consistency of service across Job Centers through service standards and outcomes; by providing automated systems for service tracking; and by providing training on the roles, responsibilities and practices Job Center staff should employ in the conduct of their job. In an effort to refocus Job Centers, DWD expects each Job Center to meet the comprehensive or satellite Job Center requirements (IX.A.3.) to be eligible for DWD resources.

### **IX. B. Workforce Information**

#### **IX. B. 1. Integration at State and Local – Describe how the state will integrate workforce information into its planning and decision making at the state and local level, including state and local Boards, One-Stop operations, and case manager guidance.**

The first charge to the CWI is to “promote the use of economic and labor market information to ensure evidence-based policy recommendations to guide the state’s broad workforce development system.” To highlight the importance of this key charge, CWI members and its three standing committees identified their data needs. DWD developed a CWI Data Resources binder that included:

- Industry and occupational projections information with a special section on healthcare and IT occupations;
- Labor Market Information Resources (Quick Reference Index);
- DOL Funding for Midwest States (March 2004 report excerpt);
- Primer on the Workforce Investment Act; and
- University of Wisconsin report on declining federal funds.

DWD is also considering a plan to produce labor market information reports according to economic regions so that WDBs have a way of considering their operations in a framework besides geographical boundaries. From a case management standpoint, more effort will be spent on helping job seekers understand the labor market in which they are seeking employment including identifying the employers that have high wage/high demand jobs and the skill requirements for those jobs.

Through *Grow Wisconsin* the state has already identified several high growth/high wage areas that DWD and other state agencies will focus on in workforce and economic development efforts.

#### **IX. B. 2. Dissemination of Information**

The broad strategic approach that DWD follows for the delivery of workforce information to principal customers is to make local workforce information available through easy-to-use electronic delivery systems, and to assure the data can be easily reproduced for use by customers. Interpretation of data, guidance, and answering customer questions will be a primary focus for DWD local labor market and research analysts. DWD continues to provide workforce information via printed copy for those customers who are unable to access electronic data.

The secondary strategic approach for workforce information delivery is the ongoing commitment to understanding customers’ needs. DWD will continue to interact with local WDBs and statewide workforce investment customers to understand gaps in the data. We also will continue to work with the state’s Labor Market Information Customer Guidance Committee to assure their concerns are addressed. Finally, we will develop a

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survey method that provides DWD with a tool that takes into account the demands of principal customers.

Each of Wisconsin's 78 Job Centers has a Resource Room that is the locus of the WIA's core services. Within the Resource Room, job seekers have access to both electronic and hardcopy tools to research career decisions and to assist in their job search. The hardcopy tools available include occupational reference books, occupational briefs, career-related periodicals, occupational biographies, and videotapes. Other types of materials that are available include assessment instruments, employment data, and transferable skill information. In addition, each Resource Room has a staff person who has received at least five hours of training on using labor market information and related occupational information to help job seekers in their career search.

### **IX. B. 3. Core Products and Services Plan – Describe how the state's Workforce Information Core Products and Services Plan is aligned with the WIA State Plan to ensure that the investments in core products and services support the state's overall strategic direction for workforce investment.**

- **Continue to Populate the ALMIS Database with State Data**  
WORKnet, Wisconsin's ALMIS database brand name, is a key new tool in our workforce information system. It provides an attractive, data-rich but user-friendly resource for job seekers, employers, workforce professionals, and economic developers to help us *Grow Wisconsin* and make the best investments of our scarce public resources.
- **Produce and Disseminate Industry and Occupational Employment Projects**  
State government agencies use projections data and analyses in the evaluation of existing, and in the development of additional, training programs such as those offered by the Bureau of Apprenticeship standards, the Governor's Work-Based Learning Board, the Division of Vocational Rehabilitation, and the Department of Corrections.

Wisconsin Technical Colleges, the University of Wisconsin, and several of the state's private colleges use projections to aid in the development and evaluation of their curricula.

Projections tailored to WDAs are used by WDBs to make decisions about training dollar allocations. Guidance and career counselors, students, and job seekers use the projections to explore occupations and careers. Researchers use the data in their analyses of Wisconsin's labor market, and employers use the data as indicators of demand for various occupations.

Projections staff provide training on projections products to local WIA planners, program managers, employer services staff, and case management supervisors. The purpose of the training is to facilitate better understanding of projection products and how to use them.

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- **Provide Occupational and Career Information Products for Public Use**

### **Occupational Employment and Wage Publications**

The Office of Economic Analysis (OEA) in DWD was established to assist economic data users to better understand the relationships between labor markets and other economic and demographic specifics. OEA helps users interpret labor force data and focus on the issues and trends influencing employment growth in Wisconsin.

OEA publishes monthly and annual reports that provide an overview of county and state trends. These include *Workforce Observations*, *County Workforce Profiles* and *Regional Occupational Projections*. Additionally, the OEA works with the CWI to develop information for use in guiding the goals and strategies of CWI.

Since the re-formation of the CWI, the OEA has collaborated with them to develop necessary statistics to measure the impact of workforce investments. Among the pieces developed was a quick reference index of workforce information sources to be used by the CWI committees in the establishment of measurable goals.

- **Ensure that Workforce Information and Support Required by State/Local Workforce Investment Boards are Provided**

### **State/Local WDB Support**

This activity supports the changing workforce system focus described in Section A of this plan. It also supports the state's economic development plan and the Governor's charge to the CWI to:

- Promote the use of economic and labor market information to ensure evidence-based policy recommendations to guide the state's broad workforce development system;
- Recommend policies to strategically target state training and education resources;
- Foster and support public-private partnerships and intergovernmental cooperation and coordination in the building of Wisconsin's workforce; and
- Develop and implement initiatives that invest in Wisconsin's workforce and establish measures to monitor progress towards achieving objectives.

### **Silver Platter Web Site Access**

The Silver Platter web site allows Job Center staff access to an online version of *Mental Measurements Yearbook* published by the Buros Institute so that they can determine the appropriateness of assessment tools.

- **Maintain and Enhance Electronic State Workforce Information Delivery Systems**

WORKnet and video streaming fit into the goals of the WIA five-year plan by providing a seamless interface of services that will be accessed by employers,

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members of the workforce, and their families. Because of the organizational structure of DWD, multiple entities within DWD provide information and support to the Job Center system. Video streaming will integrate the information produced throughout the DWD and will deliver it with one façade to customers, increasing both the accessibility and usability of the information.

- **Support State Workforce Information Training Activities**

**Accessible Workstation/Maintenance & Training**

This is an ongoing project that provides people with disabilities the opportunity to link to core services of the Job Center system, including labor market information.

A basic tenet of WIA is universal access; ensuring electronic labor market information is available to people with disabilities is key to universal access. This project will train local staff on the use of the technology that meets the needs required under WIA section 188.

**One-Stop Job Center Worker Training**

This brings the labor market information message directly out to the field where it should be applied.

It frames labor market information in the context of overall workforce development service delivery, de-mystifies labor market information data, and makes labor market information more accessible to users.

**Job Development Symposium**

Labor market information is a key component to the field of job development. It is incumbent upon job developers to understand their local community and the trends that will impact career choices for the participants they represent.

**Resource Room/Career Development Training**

One of the goals of the CWI is to solidify One-Stop Job Centers as the delivery mechanism for workforce development in Wisconsin. By developing the skills of One-Stop Job Center staff, progress is being made to meet this goal.

### **IX. B. 4. Information Products and Tools**

Electronic delivery is key in the 21<sup>st</sup> century and will be the cornerstone of the state workforce information delivery system. DWD will maintain responsibility for statewide electronic system development and interfacing between systems. Enhancements will be based on customer feedback, the ongoing development of systems, and the availability of new information sources. Much of the new demands will be based on targeted industries and the need to develop, collect, or find information on the new and emerging workforce needs and skills required. National electronic workforce tools such as ALMIS and the Occupational Careers Videos are critical to this success.

WORKnet is DWD's interactive web query application that has been developed as the front end piece for ALMIS. This new demand-driven site will be used to dispense timely and accurate labor market information to support *Grow Wisconsin*.

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The future direction of WORKnet will increase focus on providing substate-level skills data to citizens of Wisconsin, emerging industries, and industry cluster profiles.

Both individual and business customers can easily access Career Voyages, America's Career Information Network and the rest of the Career One-Stop from the wisconsinjobcenter.org web page. Customers are encouraged to use these tools to supplement those developed by DWD.

### **IX. C. Adults and Dislocated Workers**

#### **IX. C. 1. Core Services**

##### **IX. C. 1.a. Universal Access**

A guiding principle of Wisconsin's Job Center system is to ensure adults and dislocated workers have universal access to core services. This includes, at a minimum, all of the services identified in WIA section 134(d)(A) – (K).

They are offered in an integrated manner and not by program funding. They are also accessible by either self-service or limited staff assistance. Through self-service, they can be accessed directly at the Job Center or through the Job Center's website. Resources include a listing of weekly workshops, job fairs, publications, information on nontraditional occupations, JobNet, and community resources (medical, childcare, food, housing, etc.).

##### **IX. C. 1.b. Three-tiered Service Delivery for Labor Exchange Services**

DWD is responsible for planning, administering, and making available high quality self-service, facilitated self-help, and staff-assisted public labor exchange program services to all job-seekers and businesses in Wisconsin.

The hallmark of Wisconsin's effective public labor exchange operations is high volume, information brokering services that successfully attract and connect job seekers with businesses recruiting for a full range of occupations. The public labor exchange's "open door" provision of core services makes the Job Center system indispensable to the majority of recruiting businesses and job seekers, and provides all Wisconsin citizens with equal and universal access to locally available employment opportunities.

Consistent with federal legislation and funding, the public labor exchange is operated by the Wisconsin Job Service. In Wisconsin, DWD is the employing agency of Job Service. All Job Service staff are part of Wisconsin's civil service system, and is public merit staff. Staff are located in local Job Centers, where they manage and provide core services to job seekers, and recruitment services, including job order servicing, to businesses. This field structure is linked and supported by a network of Internet-based public electronic labor exchange technologies that aid staff in their provision of information brokering services "on-line," as well as the traditional office structure. As a result, Job Service operated public labor exchange information-brokering services are also readily available to businesses and to job seekers wherever they can access the Internet.

##### **Self Service**

In Job Centers, self service occurs for job seekers who visit the Resource Room and choose to use electronic tools, primarily our job search system, JobNet, as well as available hard copy materials without consulting staff. Here, jobseekers can begin the process of exploring career, training, and job opportunities. JobNet also allows a growing number of citizens to access the system at anytime, from anywhere, and

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provides the business community with the ability to directly enter job postings for recruitment.

### **Facilitated Self Help**

**For Job Seekers:** Resource Rooms are the setting for facilitated self-help in Wisconsin's Job Centers. Job Service is the lead agency and primary provider of Resource Room services.

When requested, or observed, Resource Room staff offer:

- Personalized staff assistance in the effective use of a growing array of electronic job search and career planning-related systems and hard copy materials;
- Assistance when requested or when staff observes a need; and
- Customer service representatives in the Resource Room:
  - are computer literate;
  - have comprehensive knowledge of the local labor market;
  - understand career planning;
  - are proficient in successful job search strategies and recognize potential eligibility for other One-Stop system services;
  - direct job seekers' attention to jobs for which they may be qualified and make referrals as appropriate based on their knowledge of the labor market in general and specific listings that reflect current recruitment activities; and
  - share their expertise with customers and, in return, customers keep staff knowledgeable about who is looking for work and how best to present job opportunities.

**For Business:** Job Service functions as a provider of high volume recruitment services to the business community. Job Service Wagner-Peyser funded staff service job orders that are displayed on Wisconsin's JobNet system. Without a large and diverse selection of current job openings, the value of Job Centers would lessen.

Wagner-Peyser staff who provide business services may:

- Provide businesses with recruitment services, as well as related staff and partner training; and
- Offer facilitated self-help, in relation to job postings (orders), which is the assistance that Job Service staff provides to businesses that list their own orders on a direct entry system.

### **Staff-Assisted Service**

**For Job Seekers.** Declining Wagner-Peyser funding allotments continue to impact the availability and funding of staff-assisted services beyond the Resource Room.

Consistent with this reality, Job Service continues to provide services, such as:

- Reemployment Services to UI Claimants, in collaboration with local partners;
- A variety of job search and career planning workshops for the general public; and
- Employment counseling and testing, both of which are highly valued by the customer community, and important to addressing vocational choice, change, and adjustment faced by dislocated workers, youth and older workers. This service is of great value to businesses for recruitment, and as a direct service to their establishments in matters of workforce retention, particularly during this time of labor shortages.

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**For Business.** This level of service to employers is expected to undergo change, as Wisconsin looks to enhance and improve its public facing systems in the future. The expectation is that with these demand-driven improvements, Job Service staff will be able to better assist with the labor exchange services of: recruitment planning; information brokering; screening and referral; quality job order writing, and workforce development and retention strategies.

The intent is that, via a state organizational assessment and operational plan model of key strategies and tactics, efforts designed to secure the business of employers will better serve business, facilitate jobseeker employment, and achieve the “bottom line” goals of Job Center-based programs operated by Job Service.

### **IX. C. 1. c Integrated Resources**

DWD requires each WDA to develop an area-wide plan and strategy that outlines how the partner agencies will use resources to meet the individual, business and economic growth needs of the area.

### **IX. C. 2 Intensive Services**

Intensive services are guaranteed to all adults and dislocated workers visiting Wisconsin Job Centers who need more specialized or individual services, are designated eligible for WIA, and have received at least one core service.

Intensive services consist of, at a minimum, the services identified 134(d)(3)(c). To give flexibility to the sometimes rigid line between intensive and training, the Subsequent Eligibility Workgroup, described earlier in the plan, developed policy guidance that expands training under Intensive Services. They drew from local policies in the state of Georgia that clarified training activities under prevocational services.

The Workgroup recommended the following policy for defining training under prevocational activities in Intensive Services. Their recommendations were adopted as Policy Update 02-07:

**Short-term prevocational activities** to prepare individuals for employment or training including:

- Development of basic learning, communication, and interviewing skills such as punctuality, personal maintenance and professional conduct skills; and
- Development of occupational literacy skills to complete a training program or class. This includes basic computer classes such as Microsoft Word, Power Point, and Excel.

**Short-term prevocational activities** for workers who possess a body of knowledge with specific skills, but lack occupational credential or require short-term continuing education or occupational training offerings.”

### **IX.C.3. Training Services**

#### **IX.C.3. a. Vision for Increasing Training Access and Opportunities**

The Governors' vision for increasing training opportunities for individuals is summed up in *Grow Wisconsin*: “It is not about creating jobs; it is about creating good jobs that support families.” To reinforce this notion, WDBs will be required to spend at least 35% of their formula funds for training in healthcare or other sectors/industries for which there is some evidence of significant growth and opportunity in good-paying jobs. This notion becomes especially important to low-income families who need more than “any job” to

begin to pull themselves out of poverty. In many cases they need to prepare themselves for an entry-level job that is the first rung on a career ladder, so that through additional training and experience they can raise their standards of living and begin to build financial assets.

### **IX. C. 3. b. Individual Training Accounts**

#### **IX. C. 3. b. i. Policy Direction**

*Grow Wisconsin* gives direction to all training activities in the state including WIA programs and ITAs. It charges the DWD to work with local WDBs to allocate training funds “to increase the job skills of workers to compete for and secure high-wage industry jobs.” It prioritizes key industry clusters where training dollars are to be spent.

Within this context, DWD policy direction for ITAs centers on the WIA principle of customer choice. It encourages local staff to make WIA participants a part of the decision making to determine the training program and provider that best meet their needs.

To support this the WIA state list and its format has been revised to make it and its information more easily accessible to WIA participants, their case managers and to training providers. For the latter group, DWD’s intent is to eliminate as many barriers as possible to the eligibility process. The objective is to create and maintain a broad and comprehensive WIA state list that offers ITA users a variety of quality choices.

#### **IX. C. 3. b. ii. Innovative Training Strategies**

Besides broadening the scope of training and ITAs, *Grow Wisconsin* focuses on building partnerships with business, education, economic development and industry associations.

It also includes a commitment to developing innovative training and funding strategies for ITAs and other WIA training tools. Currently, there are a number of innovative training and funding strategies being tested. They include:

##### **College Boot Camp for Training Workers**

At the Gateway Technical College in Racine, Wisconsin, a boot camp prepares workers to be machine tool/CNC operators. It is called a boot camp because the training is intense. It involves classroom work and hands-on lab five days a week at 40 hours a week for 14 weeks. Local employers have responded that they would take all trainees that complete the course. Besides being an innovative training strategy, it is an example of the positive things that can happen when agencies become partners. This effort is a partnership between Gateway, the Racine County Workforce Development Center and the Kenosha County Job Center.

##### **Practical Nursing Class Size Project**

Wisconsin is experiencing a nursing shortage and it is expected to get worse as the baby boomers age. Currently, the shortage is especially severe in the western part of the state including the Chippewa Valley. The local Chippewa Valley Technical College’s medical programs have long waiting lists (common in other parts of the state also) that don’t leave opportunities for dislocated workers recently laid off. In addition, during the past year the number of dislocated workers certified by TAA rose dramatically to 1500. To respond to both problems, the West Central Workforce Development Board, Job Service and the Chippewa Valley Technical College developed a Practical Nursing Class

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Size Project. It is funded with both special response and TAA funds. The advantages of this arrangement include a built-in career ladder and increased earning power. The Practical Nursing training is the first year and a half of the training to become a registered nurse. Also, DWD labor market information shows the average wage for laid off workers in the area is \$25,025. The average wage for Licensed Practice Nurses is \$31,928.

### **IX. C. 3. b. iii. Commitment to Fund High-Growth, High-Demand Occupations**

A key goal of *Grow Wisconsin* is to increase wages to “at or above the national average by the end of the decade.” It emphasizes that in the past the state has only focused on creating jobs “without a strategy to raise incomes.” The new focus in economic development is on high-growth and high-demand jobs. *Grow Wisconsin* commits to using “federal discretionary dollars for training current and future workers in strategic industry clusters with urgent needs and higher paying jobs, including construction, manufacturing and information technology.” (Sec. IX.C.3.a.)

### **IX. C. 3.b. iv. Limiting ITAs**

The state does not have a policy on limiting the duration and dollar amount of ITAs. This decision is left up to the WDBs. They are required to keep the state informed of their training policies including their limits on time and dollar amounts for ITAs.

### **IX C. 3.b. v. Apprenticeship**

Apprenticeship is a time-honored, highly successful training program that owes its success to the involvement of the many partners who use the apprenticeship method of training for their skilled workforce. Apprenticeship programs are operated by both the public and private sectors. Apprenticeship sponsors, who are employers, employer associations and labor-management organizations, register programs with Wisconsin.

With a key goal of *Grow Wisconsin* to increase wages to being “at or above the national average by the end of the decade,” Wisconsin’s apprenticeship program is an integral part of the Governor’s plan. The Governor has targeted Wisconsin’s economic development on high growth and high demand jobs. Apprenticeship has targeted three industry clusters for growth: construction, health care and manufacturing, with an emphasis on the plastics industry.

The Wisconsin Apprenticeship Advisory Council is positioned strategically to target industries in the identified high growth industries with partner members from the high growth areas. Through the proven system of public-private partnership, apprenticeship connects employers looking for qualified workers with job seekers willing to enhance their skills. As a demand-driven, flexible approach to skills development and lifelong learning, apprenticeship is uniquely positioned to meet the challenges of the 21<sup>st</sup> century workplace.

### **IX. C. 3. b. vi. Religious Activities**

WIA Section 188(a)(3) continues to be a guide for using state WIA dollars to fund religious activities. In 2002, the state issued a policy affirming faith based organizations’ right to be training providers. It emphasized their access to Wisconsin’s State List of Eligible Programs and Providers when they meet all other state requirements.

### **IX. C. 3. c. Eligible Training Provider List for Broader Customer Access**

The WIA state list of eligible programs and providers is available on the WIA website at the following address: <http://dwd.wisconsin.gov/dws/ita/>. It is accessible to all Job Centers and individual customers with internet access. Case managers and other service provider staff can also access it through the ASSET Data Collection system. Its purpose here is to assist case managers when they are filling out required information on the training program and provider. DWD will study customer use of this site to determine its ease of access. It will be completed in the next six months.

### **IX. C. 3. d. On-the-Job Training and Customized Training**

#### **IX. C. 3.d. i. Vision for Increased Opportunities**

*Grow Wisconsin* outlines a plan for raising wages and preparing the workforce for the new economy. In this plan, the Governor said, "Being able to offer free training to employers is a powerful incentive that Wisconsin lacks, making our training incentives less competitive than other states." The Governor has proposed in his budget a \$10 million training fund (GPR) to offer free training to companies that create significant numbers of new, high-paying jobs or need to introduce new technologies to retain workers in a competitive world economy.

#### **IX. C. 3.d ii. Operational and Funding Issues**

Another significant proposal by the Governor is to target dislocated workers. "The Department of Commerce has prioritized incentives toward companies paying higher wages, companies hiring dislocated workers, and creative packages that leverage additional private-sector capital. For example, Commerce will forgive loans to companies hiring recently dislocated workers and using state capital as collateral to leverage private investment."

DWD has had policies in place for years regarding OJT but recent federal regulations make the program very cumbersome to implement. This has had a chilling effect on the field's enthusiasm for using OJT. However, DWD believes that on-the-job-training and customized training are appropriate tools in support of the *Grow Wisconsin* initiative. Job Center staff have received training in the Business Relations Group's approach to workforce development and in job development techniques.

WBDs are encouraged to use these training activities when appropriate. DWD has used various approaches to funding these activities with shared support from the state, the WDB and the employer. On-the-job-training and customized training programs that prepare job seekers for high-skill and high-wage jobs will count toward the requirement to spend 35 percent of the training expenditure requirement.

### **IX. C. 4. Service to Specific Populations**

#### **IX. C. 4. a. Strategies to Meet Needs**

To ensure that all individuals have access to the full range of workforce development services the DWD established the following job seeker oriented Job Center service standards.

Job seekers have access to services that will meet their needs, including:

- Information on education, employment and training services available;
- A listing of local service providers and whether the services are available on-site or elsewhere in the local area;

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- Initial eligibility information on programs available in the community for which they are eligible;
- Information on nontraditional occupations, which is made available to customers as part of their overall orientation;
- Information on pre- and post-support services needed to maintain the employment situation;
- Assessment;
- Career guidance and occupational information;
- Current job openings, the qualifications associated with these openings, and application instructions;
- Assistance with job search, including resume writing, interviewing, seeking nontraditional employment positions, using labor market information and locating the "hidden job market;" and
- Information on the UI filing and claims update processes.

### **IX. C. 4. b. Reemployment Services**

A principal aim of the Wisconsin Worker Profiling Services System is to provide Reemployment Services to certain Unemployment Insurance (UI) claimants through an "early intervention" process. That is, claimants who are unlikely to return to their previous jobs or occupations will be identified, and given assistance early in their claims series, to facilitate an early return to employment. The success of this system rests heavily in three main areas: participant selection; expeditious entry into appropriate employment and training services; and adequate monitoring of outcomes. The strategies used for each of these are described below:

#### **Participant Selection**

When an application for a new UI claim is filed, UI staff identify which claimants do not have a recall to work, are not in school and are not affiliated with a union hiring hall. UI staff identifies the primary employer and gathers additional information on occupation, job tenure and education level for these claimants. A profiling record is built for each of these claimants on the UI database. In general, individuals who are selected for profiling are those workers who are permanently separated from their jobs and who have a high likelihood of exhausting their unemployment benefits.

Actual payment of the first UI check triggers the selection process. When the first payment is made, the system uses the information gathered from the initial claim in a mathematical formula. Each claimant is assigned a probability factor for exhaustion of UI benefits (expressed as a percentage). If there is no first payment within five weeks, the system no longer considers the claimant a potential candidate. Active WIA Dislocated Worker Program participants are eliminated based on their receiving similar services.

#### **Expeditious Entry into Services**

Scheduling for the UI Profiling program is automated and is, as stated above, triggered by payment of the first UI check. This facilitates a quick entry into program services. However, local UI offices have the responsibility of rescheduling individuals who are unable to attend the initially scheduled sessions. This initial session is primarily an orientation to the UI Profiling program - thus, the need to move individuals into workshops, JobNet usage and other services as quickly as possible remains constant throughout the program.

### **Monitoring Outcomes**

The individuals who are selected for UI Profiling and Reemployment Services are required to participate in the activities identified as necessary by Job Center staff as a condition of continuing eligibility for UI. Job Center staff will provide the UI agency with all necessary information relating to the claimants' activities through the use of automated reporting and case management tools.

Job Center staff make decisions on service plans, the quality of documentation and reporting, and the manner in which compliance/non-compliance with program rules is determined all have a monetary effect.

### **IX. C. 4. c. Unemployment Insurance Work Test**

Wisconsin requires all UI claimants to engage in an active work search, and each must contact at least two employers per week for each week of benefits claimed, unless specifically granted a "work search waiver." The work test covers a claimant's ability to work, availability to work, and the suitability of work offered.

Providing the work test continues to be a Job Service role and a One-Stop system priority. Work test services are provided via claimant registration on JobNet (the state's self-service system for jobseekers to quickly find job openings in Wisconsin), availability of Job Center resource room resources, worker profiling/reemployment services and workshops, and information about Job Center services available to all claimants. Feedback requirements, on information that may potentially adversely affect a claimant's eligibility for benefits, are promptly reported electronically to UI Adjudication Staff.

This important function of the public labor exchange system ensures that WIA intensive service resources are made available for rapid claimant transition to the state's workforce.

### **IX. C. 4. d. Integration and Alignment of Dislocated Worker Services**

Wisconsin has taken numerous steps and conducts numerous activities to foster Integration of TAA and WIA Dislocated Worker Services. Wisconsin's strategy for planning and implementing integration involves organizational, training and technology components. Organizational activities include:

- Policy development and implementation for WIA Title I Dislocated Worker programs and the Trade Adjustment Assistance (TAA) program are housed in the Dislocated Worker Section of DWD. The Dislocated Workers Section developed and maintains the *TAA Policy and Procedures Manual*.
- The Dislocated Workers Section also is responsible for conducting Rapid Response activity. State Rapid Response staff are trained to assess the need for filing a TAA petition. At each initial Rapid Response event, Rapid Response staff ask employers and workers if they believe the layoffs were the result of foreign competition. They carry a supply of petitions to each Rapid Response meeting.
- All local Job Centers have information and access to information on TAA filing petitions and TAA services in their resource rooms. Most Job Centers have someone on site trained on how to file TAA petitions.
- Local Job Service managers are required to develop written coordination agreements with each WDB. The contents of the agreements are specified in the state's TAA manual.

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Training and staff development activities include:

- More than 80 Employment Service staff, 40 AFL-CIO Labor, Education and Training Center staff and approximately 10 UI Division staff throughout the state have received training from the Dislocated Worker Section on how to file TAA petitions. WDB staff are also trained on the program.
- Wisconsin also sponsors a number of training sessions and informational forums that are designed to promote integration of TAA and WIA dislocated worker services. These include:
  - **New Employee Training.** This one-day session is designed for new staff and more experienced staff who work in the TAA and WIA programs. Topics include basic eligibility for both programs, services and benefits for both programs and participant reporting. Throughout the training, state policy on dual enrollment and the value of integrated services are discussed and examples of best practices are provided. The training is provided twice annually to 50-60 staff.
  - **Program Integration Training.** This one-day session is provided to staff that work in the WIA, TAA, TRA and UI programs. Similar to the new employee training, it covers eligibility requirements and services available through each program. The afternoon is spent conducting a team building and role clarification exercise. The exercise identifies specific program functions for each program and the agency responsible for carrying it out. The information is used in coordination agreements that are required for each WDA. The training is conducted as needed to groups that are typically 20-30 participants in size.
  - **State Dislocated Worker Roundtables.** These one-day sessions are held twice per year and attract between 120-150 people. They are designed to provide information and to share best practices for both the TAA and WIA dislocated worker staff. Workshops are provided on subjects of mutual interest to TAA and WIA dislocated worker staff. In general, topics relate to the following themes:
    - Information Technology tools to assist state and local staff to conduct their jobs effectively.
    - Federal and state policy initiatives affecting both TAA and WIA dislocated workers
    - Promising local policies and practices that can be replicated in other sub state areas.

Technology-based activities:

- TAA and WIA dislocated workers services and outcomes are tracked in a single, integrated reporting system. That system is known as ASSET;
- The ASSET system allows TAA and WIA staff serving common clients to share assessment, reemployment plan, case management and outcome information on common clients;
- Web Intelligence data warehouse. This data base tool allows state and local program managers to use corporate and customized reports to monitor and evaluate the level of co-enrollment and service provisions on both programs; and
- Performance measurement tracking is done using the WIA performance standards for both WIA and TAA programs. This gives the Dislocated Worker Section the ability to measure performance outcomes in both programs using a common methodology.

### **IX. C. 4. e. Collaboration to Overcome Barriers**

Several collaborative efforts with business/industry and education, as well as economic development, are in process or planned that will address barriers to skill achievement of target populations and provide opportunities for employment success.

The Office of Economic Initiatives (OEI), a new organizational unit in DWD, is one mechanism through which this effort will be advanced. OEI's mission is to focus on strategic efforts of *Grow Wisconsin* through collaborative projects that will enhance services for our customers and partners. OEI staff serve as liaisons with state and local partners such as the Departments of Public Instruction and Commerce, the Wisconsin Technical College System, and WDBs on economic growth initiatives. OEI also coordinates targeted industry efforts across DWD divisions to connect workforce development efforts to the state's economic growth needs.

Some examples of OEI efforts:

- Providing assistance in coordination of business, state agencies and the local workforce investment system in support of the Milwaukee Interchange Project, a major road construction effort that includes job skills training and employment targeted to low income minorities and women;
- Coordinating and providing funding support (through WIA set-aside funds) to the Milwaukee Construction Center, a project in which DWD is partnering with the Department of Corrections as well as the local workforce investment system and business to train and employ offenders in construction jobs; and
- Coordinating DWD contributions to the Wisconsin Innovations Network (WIN), a new initiative lead by the Wisconsin Manufactures and Commerce (and funded through a national grant from the National Association of Manufactures) to develop web-based information on Wisconsin's workforce training resources available to business.

The CWI also has recognized the need to target efforts toward high need groups. One of its key objectives is to expand access to education and job training, with special attention to under-served populations, including at-risk youth, disadvantaged adults, and residents of rural areas. The CWI will be exploring and recommending strategies to advance this objective in the coming months.

### **IX. C. 4. f. Full Array of Services to Individuals with Disabilities**

The basic structures for serving job seekers with disabilities are addressed through the local Job Center delivery system and through the partnership planning structures. As the Division of Vocational Rehabilitation (DVR) waiting lists grow, the need for other Job Center services to address the need of this population is growing.

The Disability Program Navigators have been helping the Job Centers meet the challenge. Specifically, the Navigators are advocating at working/planning groups at the state and local level that affect people with disabilities, Navigators help determine and address staff training needs, and assist with employer education and outreach.

DWD will continue to provide the tools and strategies to strive towards universal access to core services under WIA. The Navigators will continue to be integral to addressing areas of need, such as: language barriers, physical disability, geographic location, cognitive barriers, low reading levels and being economically disadvantaged. The state

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will encourage monitoring by local boards to ensure special need groups are receiving adequate services.

DWD will continue to support the Accessible Workstation project to provide universal access to the Job Center core services (e.g. JobNet, WORKnet, WisCareers). The 28 workstations deployed feature ergonomic furniture, screen reading, zoom text, voice recognition and other hardware solutions.

DWD has delivered training to Job Center staff on communicating with deaf and hard of hearing customers, implemented TTY (text telephone) software in 30 Job Centers and continues to support and promote Jobline. In eight centers video sign language interpreting is being piloted in resource rooms to increase capacity to serve deaf and hard of hearing customers.

The Navigators provide employer education that includes technology fairs, mental health toolkit, Medicaid Purchase plan, and disability specific resources. They also market bonding and tax credits that encourage employers to hire targeted groups

### **IX. C. 4. g. Veteran's Services Staff Role in the One-Stop Delivery System**

The major role of the DVOP (Disabled Veterans' Outreach Program) within the Job Center system is to provide intensive service delivery, through case management, to veterans with employment barriers, with special emphasis on targeted groups such as minorities, females, economically disadvantaged, disabled, homeless, and incarcerated individuals.

The major role of the LVER (Local Veterans' Employer Representative) within the One-Stop delivery system is to provide business services to employers that will result in increased job opportunities for veterans through the job development process.

Both programs are measured by *entered employment* and *job retention* performance standards with the total veteran population and the disabled veteran population as the universes. In addition, individual performance standards for LVERs and DVOPs include case management and staff-assisted placement of all veterans and disabled veterans, as well as job retention standards.

Public Law 107-288 (issued November 7, 2002), amended 38 U.S.C. Chapter 41 and 20 CFR 1001.120 states that all veterans must be provided "veteran's priority" for all DOL operated programs.

### **IX. C. 4. h. Limited English Proficiency (LEP)**

Wisconsin uses several methods to comply with the various LEP requirements. Awards may be issued to agencies that work directly with LEP persons, usually Spanish and Hmong populations. Other assistance at local areas include Job Centers with multi-language staff, interpreter services, signage and material in several languages and other resources as needed.

DWD continues to develop mechanisms for ensuring communication with limited English speaking persons consistent with the provisions of *Executive Order 13166*. Interpretation and translation services are provided at no cost to program participants.

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The DWD developed and issued an LEP plan effective August 2003. (See Attachment H) The LEP plan is currently under revision by a Civil Rights Compliance Workgroup (a civil rights-focused workgroup with representation from several bureaus). An updated LEP plan will be completed by June 30, 2005.

LEP individuals are provided with access to Job Center services and all DOL federal financial assistance programs at no cost to the participant. Job Centers and WDBs are monitored for appropriate signage.

Oral interpretation services are provided through a combination of bilingual staff, telephone interpreter services (a current contract with Certified Languages International and a current vendor list for the translation of vital documents as required by *Executive Order* 13166 and the relevant DOL Policy Guidance including TEGL No. 26-02.

DWD has established #1826 *Translations Services Bulletin* which provides a current vendor list of foreign language interpreters for DWD and its partner agencies to access for procurement of services. The vendor list is developed via a bid process conducted by DWD.

Vital documents are inventoried as part of the LEP plan. The LEP plan identifies specific procedures and timeframes to assure that new vital documents are translated into required languages on a timely basis.

Element number two of DWD's *Equal Opportunity Methods of Administration* (MOA) approved by DOL Civil Rights Center provides a further recitation on this component of our MOA. The MOA also includes a copy of the DWD's current LEP plan.

### **IX. C. 4. i. Activities Planned For Providing Services to Agricultural Employers and Migrant and Seasonal Farm Workers (MSFWs)**

DWD will provide Wagner-Peyser Act/WIA-funded services to migrant workers and to prospective and actual employers of these individuals via the state's existing One-Stop system (Job Centers). DWD will make every effort to strengthen its working relationships with MSFWs and employers so that each better understands how public labor exchange and outreach services provided can improve availability and performance on the job. Efforts will continue to include inter/intra-state job order servicing and the full range of public labor exchange services delivered via an outreach program designed to locate, contact, and inform migrant and seasonal farm workers about the nature and availability of service.

DWD will ensure that MSFWs are offered the same range of employment services, benefits and protections – including counseling, testing and job training referral services – as is provided to non-MSFWs. To assure statewide compliance, DWD will make every effort to meet at least four out of five Equity Indicators of Compliance, as well as meeting at least four out of seven Minimum Service Level Indicators. As Wisconsin was designated a significant state for PY 2004, every effort will be made to conduct vigorous outreach activities in the state-designated significant MSFW local offices located in Wautoma and Beaver Dam.

A permanent, full-time State Monitor Advocate is assigned by DWD to perform monitoring duties.

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### **Outreach Services**

Bilingual state staff continue to provide outreach service with the goal of contacting a minimum of 51% of MSFWs statewide. In Program Year 2003, we had 3,187 initial outreach contacts.

All staff, whether permanent or temporary, are based at Job Centers or affiliated sites. They bring to the customer the full array of core, intensive, and training services, as well as Job Center service information relevant to the needs of the agricultural and food processing community to include, but not limited to, WIA Title I, WIA 167 and other appropriate program services. This is accomplished, in large part, through conducting employer-coordinated visits to fields and canneries to meet with migrant workers and provide service information, at the beginning and close of the employment seasons. The same information will be shared with the WDBs. In-office services are continuously available.

### **Wagner-Peyser Act Services Provided to Agricultural Employers through the One-Stop Delivery System:**

- Agricultural Recruitment System (Local, Intrastate, Interstate);
- Access to JobNet and/or Referrals/Screenings;
- Tax Credit Programs;
- Informational Meetings (UC, Wage/Hour, Migrant Law, Worker's Compensation);
- Customer Satisfaction Surveys/Monthly Informational Newsletter;
- Labor Market Information and Labor Law clinics;
- Job Fairs, special/mass recruitments; and
- Retention services

### **IX. C. 5. Priority of Service:**

#### **C. 5. a. Procedures and Criteria**

All WDBs have local priority of service policies in place based on the state policy that was revised in response to the Veteran's priority of service mandate. The policy is in the attachment referenced below.

#### **IX. C. 5. b Jobs for Veterans Act**

#### **IX. C. 5. b Provision of priority of service to veterans**

Wisconsin has issued *State Veteran Program Letter 01-05* on April 13, 2005, that outlines the requirement that all DOL programs provide "veteran's priority" with regard to program services.

Attachment J Includes: State Veterans Program Letter 3-04 alerting the field on implementing the Veterans Priority Provision; WIA Policy Update 04-03 referencing the Veterans' Priority of Service in WIA Title I programs; and, Veteran Program Letter 01-05 referencing the Implementing the Veterans' Priority Provisions of the "Jobs for Veterans Act" (P.L. 107-288).

LVERs, as program lead workers, will develop annual Community Based Organization (CBO) plans regarding the local office adoptions of these policies and strategies to ensure collaboration and compliance.

### **IX. D. Rapid Response**

The Dislocated Worker Section is the organizational unit responsible for conducting rapid response activities. The section has two full time Rapid Response Coordinators. Other staff in the section are trained to provide backup to the Rapid Response Coordinators as needed.

Activities are coordinated with WDBs and local elected officials through designated staff contacts in each of the 11 WDAs. In events that have more than 50 people affected, the state rapid response staff are responsible for making initial contact, scheduling the initial meeting with the company and where appropriate, local unions. Local WDB staff are included in initial meetings so that they can present local information on services and how to access them.

A variety of sources are used to identify events. These include, but are not limited, contact with the following sources:

- AFL-CIO Labor Education and Training Center state level and field staff;
- Electronic and print media;
- WARN and State Plant Closing/Mass layoff notices;
- State and local Economic Development Agencies;
- Outplacement consulting firms;
- WDB staff and providers;
- UI Profiling and Reemployment services staff;
- Elected legislative officials;
- State and local level business associations; and
- Local Job Center contacts.

During the initial visit with employers, Rapid Response Coordinators emphasize the benefits of early intervention. The goal of every initial visit is to walk away having set up the dates and times for worker orientations. The Rapid Response Coordinators explain to the company the benefits of conducting the worker orientations early, on-site and on company time.

Rapid Response services are informational. Worker orientations are conducted by state and local service provider staff. Local service provider staff are the primary presenters on services available in their area. They present the information to the workers thereby establishing a local contact at the worker orientation. At the orientations, workers are surveyed to determine the interest and need for specific workshops, training and other activities. Trade Act petitions are filed at the initial meeting or shortly thereafter. They are not covered in the initial Rapid Response meeting with the workers. Should a company become TAA certified, a separate TAA/TRA session is conducted for the workers.

State Rapid Response staff meet with state economic development staff in the Department of Commerce (DOC) to discuss mutual contacts and services. They exchange data with business development staff on each plant-closing event. On occasions where DOC is working with a client and it is determined that dislocated worker services are needed, DOC staff refer the client to the Dislocated Worker Section. Information gathered by the Dislocated Workers Section through workforce surveys is shared with DOC staff in an effort to identify the skills of a particular workforce that may

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be of interest to a new business considering placing a facility in an area where a plant closing or layoff has recently occurred.

Rapid Response staff are aware of the services provided by the DOC and local economic development agencies. When conducting an initial Rapid Response meeting, state staff always ask the company if they have been in contact with the DOC to see if something can be done to save the business.

If not, and the company is interested, staff refer the company to the Local Economic Development Manager. Representatives of the State Manufacturers and Commerce Association and the DOC sit on the Dislocated Worker Subcommittee of the state CWI. These agencies promote Rapid Response as a business-friendly activity.

The state Rapid Response Coordinators work with outplacement consulting firms to leverage private resources whenever they are involved in any event. Services are planned to be complementary and non-duplicative. The Dislocated Workers Section coordinates with other agencies including Pension and Welfare Benefit Administration, Veterans' service agencies and the Social Security Administration.

The state uses an Access database to track rapid plant closing notice activity and Trade Act Petition Data. Since Rapid Response services are informational, participants are not tracked. All WIA, including NEG, TAA and Job Center services are tracked in the system.

Approximately 80 percent of the Rapid Response funds available are used to provide additional assistance to local areas experiencing increased unemployment because of dislocation events that require funds beyond the formula amount.

### **IX. E. Youth**

#### **IX. E. 1. Strategies, Requirements and Coordination**

##### **Strategies for providing comprehensive, integrated services to WIA youth.**

Wisconsin has a comprehensive WIA youth program currently in place. Governor Doyle has communicated his commitment to quality programs for youth through the *KidsFirst* initiative and his *Grow Wisconsin* initiative. Through the *DWD Local Plan Guidelines*, WDBs have been directed to outline how they will implement DOL's new strategic vision for youth and how they will integrate those services into the Job Centers. In addition, in consultation with CWI, DWD will identify WIA youth policy areas that need to be reviewed and updated in order to implement the new strategic vision for serving out-of-school and at-risk youth identified by DOL as being the most in need (TEGL 3-04).

During Program Years 2005 and 2006, as DWD works with its state and local partners to implement DOL's new strategic vision for youth, we will use the following strategies to continuously improve our WIA Youth Program:

#### **Overall Strategies**

- Coordination with other state agencies including the Departments of Correction, Health and Family Services and Public Instruction, the Governor's Work-Based Learning Board and the Wisconsin Technical College System regarding the provision of comprehensive youth services;
- Improvement of linkages to the job market, employers, non-profit organizations, social service agencies and youth services providers;

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- Provision of additional technical assistance and training to WDBs and their youth providers, which would include providing opportunities to individuals involved in the objective assessment process;
- Increasing public awareness of services and information available to youth through the Job Centers including WORKnet; and
- Recruitment of additional community partners such as the Boys and Girls Clubs of Wisconsin, University of Wisconsin Extension, Boy Scouts of America, and Girls Scouts of the USA.

### **Service strategies**

- Strengthening the connection of youth programs with Job Centers by providing information regarding services available to youth to our state and local partners;
- Providing technical assistance and training related to helping youth find gainful employment (full-time or part-time), and the necessary support services, such as childcare, transportation, assistance with uniforms or other work attire, eye glasses, linkages to community services, and assistance with housing, needed to help them obtain or maintain employment;
- Helping youth understand that securing employment opportunities and increasing one's career potential is directly related to completing education/ and or skills training, and attainment of educational/employment credentials; and
- Financial literacy training and credit counseling, if needed;
- Training on the realities of the labor market, with emphasis on how to access quality employers;
- Working with WDBs to ensure that the education and skills training needed by youth to attain education/employment credentials, participate in post-secondary education, or become gainfully employed in a career with advancement opportunities is available to them.

DWD will ensure that the most at-risk and neediest youth receive appropriate services through the following strategies and activities:

### **Partnering strategies to strengthen education and training of older and younger youth**

The CWI State Interagency Team which includes representatives from DWD, DHFS, Corrections, Commerce, DPI, Veterans Affairs, the Governor's Work-Based Learning Board and the Wisconsin Technical College System will provide a forum for strategizing how to coordinate educating and training Wisconsin's future workforce. This will include addressing the education needs and engagement of out-of-school youth.

Another effort under way that could strengthen the education and training of older and younger youth is the National Governors Association Service Integration project. This project is working to improve coordination between W-2 and Child Welfare so families that are involved in or at-risk of involvement in both systems have access to more streamlined services leading to improved outcomes for the family. The state, led by a core team comprised of the Governors Office, Secretaries of DWD and DHFS, the Superintendent of Public Instruction and leaders from philanthropy, advocacy and not-for-profit agencies, are partnering with five counties to offer demonstration programs that bring together key partners working with these families including health, mental health, AODA, job training and WIA partners. Key outcomes are improving family economic security (through access to benefits, job acquisition and advancement through

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connection to local WIA and other resources) and improved family safety (through more coordinated and appropriate child safety services). Demonstration efforts are being supported in Bayfield, Dane, Kenosha, LaCrosse and Milwaukee counties.

The Wisconsin Statewide Transition Initiative (WSTI) workgroup led by DPI and including membership from DWD will work at the grass-roots level to ensure ongoing collaboration and communication regarding services to youth as they move from school to the work world. WSTI members include:

- DPI;
- Cooperative Educational Service Agencies;
- Wisconsin Family Assistance Center for Education, Training and Support;
- Technical College System Board;
- University of Wisconsin Madison Center for Education and Work;
- DHFS;
- Department of Corrections/Division of Juvenile Justice;
- Wisconsin Statewide Parent-Education Organization; and
- Public school (K-12) representative.

### **Out-of-School Youth**

Serving out-of-school youth is one of the most crucial issues facing Wisconsin. Out-of-school youth have problems connecting to the labor market. The major challenge in serving this population is not in identifying them, but recruiting, retaining and keeping them engaged in the program. Most out-of-school programs are not designed to meet the needs of older youth. These programs do not offer age-appropriate or other activities that interest youth. DWD and WDBs will focus on strategies to provide for necessary employment, as well as addressing need for basic skills, occupational skills, and work readiness skills.

#### **Strategies to recruit out-of-school youth**

- Marketing youth-focused outreach materials;
- Developing youth-based informational websites; and
- Presentations by Job Center staff to youth and their families in traditional and non-traditional places, such as convenience stores, laundromats, and youth centers.

#### **Strategies to target services to out-of-school youth**

- Focusing on strategies to retain those out-of-school youth engaged in required education/skills training activities;
- Improving accessibility to Job Centers services for out-of-school youth through:
  - Consideration of establishing convenient and extended hours for youth;
  - Conducting out-of-school youth forums and focus groups;
  - Presentations by Job Center staff in places frequented by out-of-school youth; and
  - Providing separate youth oriented areas in the Job Centers to include information regarding youth services and youth-specific materials.

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### **Strategies to retain out-of-school youth**

- Recruiting employers to serve as guest speakers at events/activities, providing youth with information about their companies, their industry, expectations, and hiring practices; and
- Asking employers to assist with mock interviews.

### **Court Involved Youth**

DWD staff participate in an interagency work group created by the Department of Corrections focused on court involved youth. The work group includes members from the Departments of Public Instruction, Workforce Development and Health and Family Services, and the Wisconsin Technical College System Board. The purpose of the workgroup is to help provide information, resources, and training, to enhance the education of youth while they are incarcerated and when they transition back to their community.

### **Foster Care**

DWD received a \$1 million DOL grant to implement the Former Foster Care Youth Grant program to help youth who have aged out of the foster care system. Participants in the program receive a \$500 a month stipend to help with living expenses (rent, utilities, food, and personal care expenses), case management, career education, and assistance with employment search.

### **Youth with Disabilities**

The WIA Youth Analyst is a member of the WSTI workgroup. One of the targeted groups for this workgroup is youth with disabilities who are transitioning into post secondary education, back to their community and/or employment. An additional goal of the workgroup is to help build capacity to improve post-school outcomes.

DWD will also work to ensure that youth with disabilities have full access to the array of services offered through the Job Centers. This includes using the services of the Disability Navigators to serve this population.

### **Homeless Youth**

Ongoing communication and collaboration with our partners that work with homeless youth through the SIT and the WSTI will ensure that these providers are aware of available programs and services at Job Centers and refer homeless youth to these services.

### **Migrant and Seasonal Farm Worker Youth**

DWD will collaborate with local school districts, local head start programs, local non-profit organizations (including faith-based) and employers that provide services and programs to migrant and seasonal farm worker youth.

### **Refugee Youth**

Currently the Bureau of Migrant, Refugee and Labor Services has an initiative called *Keeping Education Among Youth for Success* (KEYS). The purpose of KEYS is to prevent or reduce the problems of truancy, school dropout rates individuals who run away, and gang involvement of refugee youth at risk ages 12-18. The targeted population is refugee youth at-risk ages 12 to 18. DWD will collaborate with county and local agencies, voluntary agencies and refugee youth services providers to assist in connecting to local Job Centers that can provide various services to refugees.

### **IX. E. 2. Job Corps**

#### **Job Corps**

Wisconsin has one Job Corps Center – Blackwell Job Corps Center located in Laona. It serves more than 200 young people each year. WIA youth staff from WDA #6 work closely with the staff at the Blackwell Job Corps Center. Staff from the Blackwell Job Corps Center serve on the WDB and the Youth Council.

#### **Blackwell provides Education and Training including**

- High School Equivalency Diploma (HSED);
- Work-based learning opportunities;
- Personalized career development;
- Hands on training in: bricklaying, carpentry, business technologies, electrical work, facility maintenance, painting and welding.

### **IX. E. 3. Reserve Funds for Statewide activities**

#### **IX. E. 3. a. Utilizing Funds to Promote Coordination**

#### **IX. E. 3. b. Cross-cutting Models**

#### **IX. E. 3. c. New Models for Alternative Education**

#### **IX. E. 3. d. Demand-Driven Models**

#### **IX. E. 3. e. Program Design**

(The following response is related to all topics, a. through e.)

In recent years, Wisconsin has not used reserve funds specifically for youth but a few recent activities have developed to change that. In addition, a committee of the CWI is looking at a variety of youth-related projects that could be recommended in the near future for project funding.

- *Project Lead the Way* (PLTW) is a pre-engineering program for middle schools and high schools, designed to interest students in careers in engineering and to begin preparing them to be successful in advanced engineering education.

DWD added \$50,000 to a Department of Public Instruction \$115,000 incentive grant (funded by Carl Perkins 10% funds). Part of DWD's agreement with DPI is that schools seeking funds would be encouraged to plan their PLTW programs in consultation with local WDB youth councils and their area business communities. Grant applications were due to DWD in March 2005 and have been reviewed. Grant agreements should be finalized between DWD and DPI and the Kern Foundation May 2005 and funding will be for the coming school year. Close to \$1 million from the Kern Foundation has already been pledged to this effort in Wisconsin.

- Another **cross-agency collaboration** project under development will focus on teenage African-American males in Beloit, Wisconsin, a Rock County community just north of Rockford, Illinois. Beloit has been hard hit with manufacturing layoffs in recent years that have left a gaping hole in blue-collar employment for Beloit's African-American community. The Rock County OIC program, led by African-American leaders is proposing a collaborative program to work with the WDB, the Rock County Job Center, and other business, government and educational partners to focus on a select target group to connect them to mentors, work experience, life skills, and secondary and post-secondary

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opportunities to prevent them being “lost to the streets.” Reserve funds would be used to leverage local WIA funds in addition to local private and community funds.

- A CWI committee taskforce, which includes representatives from the DWD, Department of Public Instruction, the Governor's Work-Based Learning Board (GWBLB), and the Wisconsin Technical College System Board, is looking at youth programs for effectiveness and support. They will be developing recommendations for funding for the June 2005 CWI meeting. Possibilities include support for expanded 2+2+2 programming that connects high school students to the technical college system and prepares them to continue to the four-year system. The Youth Apprenticeship program operated by the GWBLB is seeking to expand their most popular program in health services through a Governor's budget request. With health care workforce challenges a key issue in Wisconsin, possible support for this effort may be discussed at the CWI as well.

Replacing an aging workforce in Wisconsin is becoming a huge issue which necessitates preparing a younger generation for the jobs the baby boomers will leave and for the new higher skill jobs of the future. We expect a growing dialogue on this and possibly more focus on WIA reserve funds being used for youth activities in the coming years and may need to shift our plans accordingly.

### **F. Business Services**

#### **IX. F. 1. Determination of Employer Needs**

During the past 15 months, DWD conducted an extensive assessment of employer needs in a series of locally based focus groups, using a standard format throughout the state. A joint enterprise between Job Service and local WDB staff, these programs involved employer representatives from a cross section of more than 100 businesses. Each session was structured to include non-users as well as current business customers of the Job Center system.

The focus group format generated extremely useful information because it relates to workforce issues in general and Job Center system service expectations specifically. Moreover, the cooperative effort between WDB staff and Job Service was a productive approach that offered the added bonus of strengthening the partnerships needed for improved business relations. The focus group format will remain a tool available to Job Center consortia interested in securing needs information from employers who have not participated in this program to date. DWD recognizes its use and follow-up implementation being enhanced by the active involvement of technical colleges and economic development in the local partnerships sponsoring these events.

A second strategy that we will pursue to stay current with employer needs at the local and state levels is modification of the existing customer satisfaction survey issued throughout the year to businesses using the Job Center system. We will expand the survey to include a needs assessment. We will routinely share employer responses with the WDBs and the Job Centers.

Thirdly, DWD is in the initial stages of developing a statewide survey to secure up-to-date information from business about the skills sets required for an array of occupations. First priority for this survey is likely to go to high-wage/high-growth industries. We anticipate that this survey of business and a companion assessment of labor force skills may be implemented as early as the first year of this planning period.

Lastly, Wisconsin Job Service's Program Year 2005 operational plan is structured throughout to ensure that Job Service staff in the public labor exchange and affiliated programs are working intensively with the business community to determine and respond to a variety of business needs. These include but are not limited to recruitment and retention objectives of current and new employer customers. The Job Service plan emphasizes accomplishing these goals within the context of the Job Service system partnerships that have long existed throughout Wisconsin, with Job Service's involvement as a longtime collocated core partner.

### **IX. F. 2. Integration of Business Services and Wagner-Peyser**

Wisconsin has made improvements in the seamless service delivery offered in our system of local Job Centers.

By further integrating business services into the planning process, the Wisconsin workforce investment system will become even more demand-driven. To help implement a more demand-driven workforce system, DWD and the WDBs will continue to work together on regional issues which may, in some instances, cross the 11 WDBs' existing boundaries.

As new partnerships with business and industry are formed, the workforce system will develop additional strategies to meet the identified needs of local economies and labor markets. By continuing efforts to identify the high-growth job areas within Wisconsin we will be responding effectively to the business and industry needs for a skilled workforce and will be successfully in meeting the demands.

DWD will require Job Centers to establish a tiered approach to providing business services and to implement a fee-for-service schedule. Tiered service would stipulate that Job Centers provide more intensive service to businesses that have jobs that are high-wage and in high demand. Fees for services would also be tiered. Businesses with higher-quality jobs would be charged less for service than businesses with lower-wage jobs. Examples of services that a business may be charged for include: applicant screening and matching, job analysis, special employer-required job seeker assessments, specialized Job Fairs, facilities use for recruiting, unemployment and equal rights coaching, business expos, and other non-core services. No business would be charged for core services.

### **IX. F. 3. Streamlining Federal Tax Credit Programs**

The Bureau of Workforce Programs in DWD administers the federal tax credit programs, the Work Opportunity Tax Credit (WOTC) and the Welfare-to-Work (WtW) credit. It issues final certifications to employers via an automated system.

The WOTC and WtW tax credit program information is available in 43 Wisconsin Job Centers. Staff within the Job Centers assist in streamlining the tax credit process by acting as information brokers to market the availability of the tax credit programs. Linkages and cooperative agreements with county departments of social services, the Wisconsin Department of Corrections, and private employment agencies create partnerships that may issue conditional certifications to their eligible client populations.

Employer involvement and participation in the tax credit programs involves staff working directly with businesses, job applicants, and employment consultants, then processing

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the submitted documents, and issuing “conditional certifications” for the employers to claim the applicable target group tax credit.

Wisconsin's tax credit programs will remain an essential strategy that is crucial to the effectiveness of meeting business and industry needs while assisting targeted jobseeker groups that have traditionally faced significant barriers to employment.

### **IX. G. Innovative Service Delivery Strategies**

#### **IX. G. 1. Improvement Efforts**

Wisconsin has implemented the following innovative service delivery strategies to maximize resources, increase service levels, improve service quality, achieve better integration or meet other key state goals:

- Made the Temporary Assistance for Needy Families (TANF) Program a mandatory WIA partner;
- Required that the TANF-funded W-2 programs to the extent possible be located in Wisconsin's Job Centers;
- Required that the W-2 plans for the 2004-2005 contract period receive review by the local WDBs;
- Held a Job Development Symposium to address the needs of low-income workers whether WIA or TANF eligible;
- *Baldrige Express* – DWD is promoting the use of the Baldrige Express by the WDBs for self-assessment purposes. The Baldrige Express provides an objective assessment that can help a WDB better understand how it is doing in fulfilling its leadership responsibilities and how it can better align all aspects of its organization toward achievement of its key goals;
- *Job Center Service Standards and Outcomes*;
- WETAP – DWD and DOT have implemented a joint grant program to assist low income workers with their work-related transportation needs;
- Disability Navigator – Wisconsin is administering a grant program which funds Navigators in the 11 WDAs; the purpose is to provide increased access and advocacy for disabled individuals to use the One-Stop system; and
- Credentialing – Wisconsin is exploring, along with our local partners, a method to implement a credentialing program for WIA Job Center staff.

#### **IX. G. 2. PRA**

Wisconsin is not participating in the ETA Personal Re-employment Account demonstration at this time.

### **IX. H. Strategies for Faith-Based and Community Organizations**

Faith-based organizations have been essential in outreach to their constituencies for the workforce system and delivering specialized support and programming to them.

DWD will encourage WDBs to contact local inter-faith coordinating groups to elicit their involvement in meeting the workforce needs of their constituency. DWD will also include this new emphasis as a sectional topic in the Job Center Roundtables. WDBs also will be encouraged to examine the relationship their partner, the W-2 agency, has with the faith-based/community organizations. The W-2 program has used faith-based and community organizations extensively and can provide examples of how these organizations could be used more broadly.

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Boards will be encouraged to use faith-based/community organizations and their network of volunteers to provide services that assist job seekers prepare for employment: outreach, counseling, mentoring, community service jobs, and help getting connected to community supports.

### **X. State Administration:**

#### **X. A. Technology Infrastructure and Management Information System**

DWD provides a wide variety of information technology support to Wisconsin Job Centers:

- ASSET: an automated case management system for individual customers;
- JobNet Business to track services to business;
- Case Manager's Desk Reference (CMDR): enables case managers to verify individual customer participation in a variety of related programs;
- WisCareers: allows individuals access to career assessment and development information;
- WORKnet: enables individual customers to access labor market and occupational information, business access to information about the labor market and economy and researchers to access labor market information and historical data;
- JobNet: allows business customers to post job openings statewide (and through the link to America's Job Bank, nationwide) and allows individual customers access to posted jobs;
- Data Warehouses for Job Centers to get reports about program participation and performance;
- The state eligible training provider list: allows individual customers and case managers to make informed choices about potential training providers;
- Accessible Workstations: These disability adaptive computer workstations enable persons with disabilities to access the above products more easily;
- wisconsinjobcenter.org: This website is a link site to a wide variety of workforce development tools for individual and business customers as well as Job Center staff; and
- The data lines to comprehensive Job Centers.

DWD will prohibit the use of local WIA funds for the development or maintenance of any local participant or employer tracking or job listing system since one is already provided by DWD.

#### **X. B. Reserve Funds for Statewide Activities**

The Governor's reserve (discretionary/set-aside) funds will be used to support four primary activities categorized and described below. The following activities are mentioned throughout this plan in the relevant sections and are listed here in their entirety. Where specific budget amounts are known, they are identified, but some projects have not yet been identified and therefore the amounts shown will not add up to the complete budget for the reserve funds. In addition, costs and initiatives are subject to change as program design and priorities change.

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- **Governor's Discretionary Special Projects to support Grow Wisconsin -**  
Governor/DWD Secretary will advance the priorities of the Governor and the DWD by placing special focus on initiatives that incorporate partnerships among business; workforce and economic development and/or education; that support basic and advanced skill training in construction, healthcare, technology, and high-skill manufacturing; and that provide career ladder opportunities for at-risk youth and adults, particularly in economically distressed areas of the state.
  - Workforce development efforts leading to the Governor's goals for high-wage jobs for unemployed adults and for youth within the context of the Governor's *Milwaukee Initiative* or in other areas of the state, including areas with high unemployment. *The Milwaukee Construction Initiative* (\$50,000) is a current example of this fund use. Support for the *Initiative for a Competitive Milwaukee*, based on Harvard Professor Michael Porter's work will also be supported at \$25,000 per year for three years. Another example is *Project Lead The Way* (\$50,000), a pre-engineering program designed to prepare youth for high tech, high-wage jobs.

This project will be supported through multiple funding sources, including private foundation dollars, and is expected to leverage WDB youth dollars locally. A special project to serve African-American young males in Beloit is also being developed as part of the Governor's distressed communities' initiative.

- To support closer collaboration with economic development, these funds will be used for projects with the state Department of Commerce to support key businesses in high-wage, high-growth sectors and in areas of high unemployment. A current public-private partnership example is a Southwest WI WDB project funded with WIA Governor's Discretionary funds, Department of Commerce funds, and General Motors in Janesville to assist General Motors to upgrade its workforce to prepare for building new vehicles with updated manufacturing equipment.
- Potential projects will be considered to support Industry consortia (statewide or regionally-based) for development and implementation of the Governor's goals for skill training for high-wage jobs in advanced manufacturing, health care, technology, construction and other state industry clusters.
- Regional collaboration between workforce development and economic development efforts. Regional cooperation in improving the efficiency and effectiveness of the regional workforce system (Job Centers) and provision of employment and training services, including employer relations/outreach to employers in high-wage/high-growth sectors.
- There are also projects being considered as part of the Governor's budget process and an evolving *Grow Wisconsin* plan to develop career ladders opportunities and literacy projects that would leverage other state and local funds for high-growth/high-wage training. Reserve funds would be used to develop targeted grant programs.

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In addition, all projects will be expected to meet several basic "threshold" requirements to receive funding. These relate to a range of assurances, among them ensuring that projects clearly indicate what will be accomplished; if regionally-based, are consistent/support WDB regional workforce investment plans and linked to Job Centers, as appropriate; and that the administering agency has administrative capacity to effectively administer the funds.

To support the identification and development of these projects, reserve funds will be used for the newly formed Office of Economic Initiatives. These five staff will work with state partners, local leaders and other DWD program managers to develop and implement such projects (\$440,000).

- **State Council on Workforce Investment** – Reserve funds will support the CWI to enable it to carry out its responsibilities: e.g. \$20,000 for costs of meetings, travel, and materials; to provide for adequate staffing (\$153,000 for staffing support other than OEI staff); and \$500,000 to fund special initiatives that will advance *Grow Wisconsin*. Toward this end, the CWI will use the following general criteria in determining the use of its funds:
  - Proposals must demonstrate that the project will advance *Grow Wisconsin*.
  - Proposals must have clear goals and measurable outcomes.
  - Proposals should leverage/maximize other available resources, at the national, state or local level.

In addition, a CWI subcommittee evaluates and recommends approval of supplemental funding requests for increased Rapid Response resources to address unanticipated dislocations. If the state exhausts Rapid Response Resources, WIA set-aside money may be used to augment Rapid Response funds.

Project funding in the first year of the plan (using PY 04 set-aside funds) is expected to focus on support for innovative regional partnerships that bring together business/industry, workforce development, economic development and education; research/identification of the skills needed by high-wage/high-demand industries/employers; and system capacity-building and continuous improvement. The latter includes establishing a credentialing system for professional staff, and development and assessment of WDB organizational effectiveness using the *Baldrige/WFA Criteria for Performance Excellence*. These efforts are also described in the related categories of this section of the plan.

- **Performance incentives, technical assistance and continuous improvement activities** –
  - **Performance incentives and technical assistance and training** to recognize and reward WDB exceptional performance in delivery of WIA programs, to address WDB performance deficiencies where they exist, and to advance the knowledge and skills of leaders and staff responsible for planning and delivering WIA services and managing/operating in Wisconsin's Job Center system. (\$300,000)
  - The **Wisconsin Forward Award (WFA)**, the state level Malcolm Baldrige award program to promote and provide learning opportunities about performance excellence management and to provide a tool for consistent assessment, benchmarking, and measurement of organizational effectiveness. The CWI and DWD play a strong role, serving on the board and providing financial support. Through this support, we can help advance the competitive

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- position of Wisconsin businesses, the effectiveness and efficiency of public agencies, and the continuous improvement of the workforce investment system. (\$100,000)
- A CWI project for the coming year will be to support all workforce boards to take part in the **Baldrige Self-Assessment** offered by the WFA to focus on improving board leadership. (\$13,000 at a minimum)
- **Job Center System Strengthening** – A variety of activities designed to enhance and strengthen Wisconsin's Job Center system are planned for the coming two-years. They include:
  - Continued investment for the ASSET database system that supports the WIA program. In addition, work is underway to merge our TANF database system into ASSET so we have one system to track service and performance for WIA and TANF W-2 (\$1,207,000).
  - Leadership improvement activities with the WFA *Baldrige Self-Assessment* tool is also considered part of the strengthening objective.
  - A Job Center staff-credentialing project will be launched with support from the CWI project funds and with matching funds through our Wagner Peyser Job Service budget. This will bring a professional aspect and expectation to our system that has been lacking.

### **X. C. Waivers and Workflex Authority**

Wisconsin has one waiver for WIA Title I. It postpones the enactment of the subsequent eligibility process. This has allowed the state time to enhance the state list. This includes improving the process for populating it, building a database with WIA performance information on training programs and providers, making its information easier to use, and making it more accessible.

### **X. D. Performance Management and Accountability**

#### **X. D. 1. Performance Accountability System**

Wisconsin's Automated System Support for Employment and Training (ASSET) is an internet-accessible participant reporting and data collection system that all case managers and workforce development boards use to report WIA Title 1 and partner services for both performance measure and WIA Standardized Record Data (WIASRD) reporting. ASSET is the official data source for all performance and program management data.

The state has directed considerable funds and resources in this system's development to ensure that performance measure calculations are consistent with current Federal reporting requirements as specified in U.S. DOL TEGL 7-99, which is the most recent guidance available.

Attachment K shows the performance measure goals Wisconsin is proposing for PY05-06. Negotiations are being handled through a separate process, concurrent with the WIA State Plan development cycle. The state began performance measure negotiations and planning with the workforce development boards in February 2005 and is using PY03 Annual Report performance results as the starting point for negotiations with both the local boards and the U.S. DOL. Common measures methodology has been used in establishing our proposed goals. The Dislocated Worker earnings change is a new requirement for PY05-06; in the past it was always expressed as an earnings replacement rate.

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During the first three years of WIA administration, the state has had difficulty reaching its previously negotiated performance goals. These problems are the result of a combination of several factors: Approximately seven percent of Wisconsin's WIA participants leave the state after they exit based on the returns we receive from the Wage Record Interchange System (WRIS). Prior to November 2004, two key states, Illinois and Michigan, were not participating in WRIS. Now that these two states have joined WRIS, Wisconsin's employment, retention and earnings change measures have increased. The *Adult Earnings Change* measure is not showing as much improvement as expected following WRIS data inclusion.

Beginning in PY04, DWD implemented policies and procedures for local boards to follow in reporting supplemental employment data. Because participants who are counted in the PY04 performance measures exited between April 2003 and September 2004 and will likely be difficult to follow up with, the impact of this policy change will not be fully realized until PY06 performance measures are reported.

### **X. D. 2. Targeted Groups**

Wisconsin tracks specific targeted applicant groups required by DOL as part of its annual report requirements. As part of our corrective action plan and continuous improvement strategies, staff have been examining participant post-exit employment data for PY01 - PY03. The data show that WIA Title 1 participants have been successful in obtaining employment, but are not as successful in retaining employment. Some WDBs show as much as a 30 percent to 50 percent decline in employment retention between the third and fifth quarters after exit. This phenomenon occurs in all programs, but is particularly detrimental to the *Adult 6 Months Earnings Change* measure. Wisconsin's WDBs began addressing this retention issue in PY04. However, the results of these efforts won't begin to appear through improved performance results until PY06, because of the UI wage record lag. The implementation of common measures significantly impacts Wisconsin's *Adult Employment Retention Rate*. This is discussed at greater length in the performance negotiation proposal.

The state has also noted that WIA Title 1 Adult program served nearly twice as many women as men from PY01 - PY03. Overall, women earned about 18% less than men did by the third quarter after exit. It is Wisconsin's intention to focus PY05-06 performance goals toward improving employment retention and women's earnings.

#### **3<sup>rd</sup> quarter earnings for all WIA Title 1 Adult Exiters**

PY01		PY02		PY03	
Men	Women	Men	Women	Men	Women
\$4,568	\$3,812	\$4,572	\$3,936	\$4,949	\$4,094

### **X. D. 3. Additional Outcomes**

Wisconsin uses the 17 WIA federally required performance measures. No additional measures have been established.

### **X. D. 4. Common Data System and Reporting Processes**

As stated above, ASSET is Wisconsin's common data collection system. Data is extracted from this system to prepare and submit all WIA quarterly and annual reports. In addition to ASSET, DWD has invested substantial effort and resources into the development of a Job Center Systems Data Warehouse that contains data and reports requested by local boards and other state staff. The warehouse is Internet-accessible, but requires security clearance to access the data contained within it. Performance staff also prepares reports and data sets for local boards' use and provides extensive performance measure analysis of the results for each quarterly and annual report.

As a result of the corrective action analyses that are currently underway, additional reports are being prepared for the WDBs to provide them with employment and aggregate earnings data over the 5 quarters after participants exit WIA. Retention will be a key performance theme for local boards' PY05-06 plans.

### **X. D. 5. Ensuring Collaboration and Continuous Improvement**

The primary mechanism that DWD will use to ensure coordination and collaboration among key partners will be state policy guidance to WDBs for development of their two year plans and Job Center systems. Interagency and interprogram coordination efforts will be supported with assistance of the CWI State Interagency Team.

DWD guidance will include requirements for coordination and collaboration in local planning, guidance in development of MOUs for Job Center partners, and development of other policy and administrative requirements as needed. Plan review will consider the extent to which WDA plans reflect this policy guidance. DWD monitoring will incorporate review of collaboration efforts.

The CWI is currently considering funding two efforts that will specifically address continuous improvement. The first is the implementation of a staff development certification and credentialing system, probably either the NAWDP or NAWB model. Tracking the number of staff certifications would provide another tool for measuring the continuous improvement of the workforce system over time. The second possible project would be to use WIA discretionary funding for the implementation of WDB organizational assessment using the Baldrige Express. This would be done in partnership with the Wisconsin Forward Award - Baldrige Criteria for Performance Excellence and would provide an opportunity for DWD to develop baseline data on organizational effectiveness using a common measurement system. This tool can be used over time to provide a measure of continuous improvement.

Collaboration and partnership development is an expectation of state level initiatives; evaluation of such projects will include consideration of collaboration and partnership, including resource sharing, as a condition of funding. Project progress and accomplishments will be reviewed through regular project progress reports and final reports.

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### **X. D. 6. State and Local Performance Evaluation**

State and local boards evaluate performance through a variety of mechanisms including:

- Quarterly and annual report production, review and distribution;
- Individualized case and performance measure reviews to identify reporting errors and possible system deficiencies;
- Customer satisfaction surveys;
- Technical assistance and consultation with local boards and state staff on performance related issues;
- Performance measure training upon request; and
- Data validation results.

Wisconsin follows a corrective action and sanction process that is consistent with the procedures outlined in DOL TEGL 8-99. Beginning in PY03, Wisconsin has become much more prescriptive with local boards facing a corrective action or sanction. Required activities are determined based on those deficiencies that appear to contribute to failed performance. DWD provides training and additional technical assistance as needed to improve poor performance and encourage continuous improvement for those boards that are performing well.

The results of past efforts can be demonstrated by the fact that in PY01, no WDB succeeded in meeting or exceeding all of the negotiated performance goals. In PY02, only one WDB did so. In PY03, seven of Wisconsin's 11 WDBs met or exceeded all performance levels and received incentive awards for doing so. Four WDBs are under corrective action or sanction and DWD staff currently are working with DOL and Social Policy Research Associates is conducting a series of technical assistance training activities that build upon past training activities to further improve performance.

### **X. D. 7. Preparation for New Reporting Requirements**

While U.S. DOL has not released final guidance on common measures or reporting requirements, DWS staff have begun examining the most recent drafts and are assessing the impact of the new requirements on the state's reporting system and projected performance outcomes. We have less than 90 days to make the necessary adjustments and resources are scarce this late in the program year.

To the extent possible, DWD included system improvements and updates in its annual Information Technology Service Level Agreement (SLA) plan for PY04. The SLA is DWD's IT development and management plan. An implementation schedule that prioritizes the reporting changes is under development. While common measure reporting must commence with the PY05 first quarter report, full implementation will require a transitional period for most of PY05, while staff request clarification on numerous concepts and definitions contained in both the draft common measures policy and the draft WIA Standardized Record Data annual reporting requirements.

Wisconsin's reporting system, ASSET, is not currently designed to gather and report the new *Youth Literacy/Numeracy Gains* measure. Because of the significant amount of re-engineering that is occurring to include the TANF and Food Stamp programs in this reporting system, it is unlikely we can build in the necessary changes that will be required to properly compute this measure by July 1, 2005. However, the changes needed to obtain the data for correct reporting has been given a high priority for development following the beginning of PY05 to ensure that we have as much data as

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possible to make reasonable projections of future performance for the PY06 negotiations.

### **X. D. 8. Proposed Performance Level for Each Measure**

Attachment K contains Wisconsin's proposed PY05-06 performance goals. These same goals are the basis for beginning performance negotiations with WDBs. If they meet or exceed Wisconsin's negotiated levels, this guarantees that the state will succeed in meeting or exceeding its negotiated performance goals.

### **X. E. Administrative Provisions**

#### **X. E. 1. Appeal Process**

For this purpose, DWD uses the appeal process identified earlier in Attachment I.

#### **X. E. 2. Non-Discrimination Compliance**

The State ensures compliance with the non-discrimination requirements as described in the equal opportunity MOA Recertification.

### **XI. Assurances**

1. The state assures that it will establish, in accordance with section 184 of the Workforce Investment Act, fiscal control and fund accounting procedures that may be necessary to ensure the proper disbursement of, and accounting for, funds paid to the state through the allotments made under sections 127 and 132. (~1 12(b)(1 1).) The state is audited by the Wisconsin Legislative Audit Bureau.
2. The state assures that it will comply with section 1 84(a)(6), which requires the Governor to, every two years, certify to the Secretary, that -
  - a. the state has implemented the uniform administrative requirements referred to in section 1 84(a)(3);
  - b. the state has annually monitored local areas to ensure compliance with the uniform administrative requirements as required under section 1 84(a)(4); and
  - c. the state has taken appropriate action to secure compliance with section 184 (a)(3) pursuant to section 1 84(a)(5). (~ 1 84(a)(6).)
3. The state assures that the adult and youth funds received under the Workforce Investment Act will be distributed equitably throughout the state, and that no local areas will suffer significant shifts in funding from year to year during the period covered by this Plan. (~1 12(b)(12)(B).)
4. The state assures that veterans will be afforded employment and training activities authorized in section 134 of the Workforce Investment Act, and the activities authorized in chapters 41 and 42 of Title 38 US code. The state assures that it will comply with the veterans priority established in the *Jobs for Veterans Act*. (38 USC4215.)
5. The state assures that the Governor shall, once every two years, certify one local board for each local area in the state. (~1 17(c)(2).)
6. The state assures that it will comply with the confidentiality requirements of section 136(f)(3).
7. The state assures that no funds received under the Workforce Investment Act will be used to assist, promote, or deter union organizing. (~ 181 (b)(7).)
8. The state assures that it will comply with the nondiscrimination provisions of section 188, including an assurance that a Methods of Administration has been developed and implemented (~ 188.)
9. The state assures that it will collect and maintain data necessary to show compliance with the nondiscrimination provisions of section 188. (~185.).

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10. The state assures that it will comply with the grant procedures prescribed by the Secretary (pursuant to the authority at *section 189(c)* of the Act) which are necessary to enter into grant agreements for the allocation and payment of funds under the Act. The procedures and agreements will be provided to the state by the ETA Office of Grants and Contract Management and will specify the required terms and conditions and assurances and certifications, including, but not limited to, the following:
  - General Administrative Requirements:
    - 29 CFR part 97 --Uniform Administrative Requirements for State and Local Governments (as amended by the Act)
    - 29 CFR part 96 (as amended by OMB Circular A-133) --Single Audit Act
    - OMB Circular A-87 --Cost Principles (as amended by the Act)
  - Assurances and Certifications:
    - SF 424 B --Assurances for Non-construction Programs
    - 29 CFR part 37 --Nondiscrimination and Equal Opportunity Assurance (and regulation) 29 CFR § 37.20
    - CFR part 93 --Certification Regarding Lobbying (and regulation)
    - 29 CFR part 98 --Drug Free Workplace and Debarment and Suspension Certifications (and regulation)
  - Special Clauses/Provisions:
    - Other special assurances or provisions as may be required under Federal law or policy, including specific appropriations legislation, the Workforce Investment Act, or subsequent Executive or Congressional mandates.
11. The state certifies that the Wagner-Peyser Act Plan, which is part of this document, has been certified by the State Employment Security Administrator.
12. The state certifies that veterans' services provided with Wagner-Peyser Act funds will be in compliance with 38 U.S.C. Chapter 41 and 20 CFR part 1001.
13. The state certifies that Wagner-Peyser Act-funded labor exchange activities will be provided by merit-based public employees in accordance with DOL regulations.
14. The state assures that it will comply with the MSFW significant office requirements in accordance with 20 CFR part 653.
15. The state certifies it has developed this Plan in consultation with local elected officials, local workforce boards, the business community, labor organizations and other partners.
16. As a condition to the award of financial assistance from the Department of Labor under Title I of WIA, the grant applicant assures that it will comply fully with the nondiscrimination and equal opportunity provisions of the following laws:
  - Section 188 of the Workforce Investment Act of 1998 (WIA), which prohibits discrimination against all individuals in the United States on the basis of race, color, religion, sex, national origin, age, disability, political affiliation or belief, and against beneficiaries on the basis of either citizenship/status as a lawfully admitted immigrant authorized to work in the United States or participation in any WIA Title I-financially assisted program or activity;
  - Title VI of the Civil Rights Act of 1964, as amended, which prohibits discrimination on the bases of race, color and national origin;
  - Section 504 of the Rehabilitation Act of 1973, as amended, which prohibits discrimination against qualified individuals with disabilities;
  - The Age Discrimination Act of 1975, as amended, which prohibits discrimination on the basis of age; and
  - Title IX of the Education Amendments of 1972, as amended, which prohibits discrimination on the basis of sex in educational programs. The grant applicant also

## Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05

assures that it will comply with 29 CFR part 37 and all other regulations implementing the laws listed above. This assurance applies to the grant applicant's operation of the WIA Title I-financially assisted program or activity, and to all agreements the grant applicant makes to carry out the WIA Title I-financially assisted program or activity.

The grant applicant understands that the United States has the right to seek judicial enforcement of this assurance.

17. The state assures that funds will be spent in accordance with the Workforce Investment Act and the Wagner-Peyser Act and their regulations, written Department of Labor Guidance implementing these laws, and all other applicable federal and state laws and regulations.

## Acronyms

ADA Americans with Disabilities and Family Act  
ASSET Automated System Support for Employment and Training  
BRG Business Relations Group  
CLEO Chief Local Elected Official  
CMDR Case Manager's Desk Reference  
CWI Council on Workforce Investment  
DHFS Wisconsin Department of Health and Family Services  
DHHS U.S. Department of Health and Human Services  
DOL U.S. Department of Labor  
DOT Wisconsin Department of Transportation  
DPI Wisconsin Department of Public Instruction  
DVOP Disabled Veteran's Outreach Program  
DVR Wisconsin Division of Vocational Rehabilitation  
DWD Wisconsin Department of Workforce Development  
DWS Wisconsin Division of Workforce Solutions  
EGC Economic Growth Council  
ERS Employers Records System  
FFCYG Former Foster Care Youth Grant  
FSET Food Stamp Employment and Training  
GED General Educational Development Certificate  
GPR General Purpose Revenue  
GWBLB Governor's Work-Based Learning Board  
IT Information Technology  
JARC Job Access and Reverse Commute  
JBD Job and Business Development  
JNB JobNET Business  
LEP Limited English Proficiency  
LMI Labor Market Information  
LPL Local Program Liaison  
LVER Local Veterans' Employer Representative  
MOA Methods of Administration  
MOU Memorandum of Understanding

## Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05

**NGA** National Governor's Association

**NTO** Non-Traditional Occupations

**OEA** Office of Economic Advisors

**OSO** One-Stop Operator

**SIT** State Interagency Team

**SWA** State's Workforce Agency

**TANF** Temporary Assistance for Needy Families

**TAT** Technical Assistance and Training

**TDM** Transportation Demand Management

**TRA** Trade Readjustment Assistance

**UI** Unemployment Insurance

**W-2** (Wisconsin Works), Wisconsin's TANF Program

**WAJTE** Wisconsin Association of Job Training Executives (WDB Directors)

**WDA** Workforce Development Area

**WDB** Workforce Development Board (local)

**WETAP** Wisconsin Employment Transportation Assistance Program

**WIA** Workforce Investment Act

**WJOS** Wisconsin Job Order System

**WWDA** Wisconsin Workforce Development Association

## Attachments

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# **Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05**

## **ATTACHMENT A**

### **ETA REGIONAL ADMINISTRATOR**

#### **REGION 5 - CHICAGO/KANSAS CITY**

**Byron Zuidema**

**Regional Administrator**

**U.S. Department of Labor/ETA**

**230 S. Dearborn Street, Rm. 628**

**Chicago, Illinois 60604**

**(312) 596-5400**

**FAX: 312-596-5401**

**Zuidema.byron@dol.gov**

# Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05

## ATTACHMENT B PROGRAM ADMINISTRATION DESIGNEES AND PLAN SIGNATURES

**Name of WIA Title I Grant Recipient Agency:** \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_

Telephone

Number: \_\_\_\_\_

Facsimile

Number: \_\_\_\_\_

E-mail

Address: \_\_\_\_\_

**Name of State WIA Title I Administrative Agency (if different from the Grant Recipient):**

Address: \_\_\_\_\_

\_\_\_\_\_

Telephone

Number: \_\_\_\_\_

Facsimile

Number: \_\_\_\_\_

E-mail

Address: \_\_\_\_\_

**Name of WIA Title I Signatory Official:** \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_

Telephone

Number: \_\_\_\_\_

Facsimile

Number: \_\_\_\_\_

E-mail

Address: \_\_\_\_\_

**Name of WIA Title I Liaison:** \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_

Telephone

Number: \_\_\_\_\_

Facsimile

Number: \_\_\_\_\_

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E-mail  
Address: \_\_\_\_\_

**Name of Wagner-Peyser Act Grant Recipient/State Employment Security Agency:**

Address: \_\_\_\_\_  
\_\_\_\_\_

Telephone  
Number: \_\_\_\_\_  
Facsimile  
Number: \_\_\_\_\_  
E-mail  
Address: \_\_\_\_\_

**Name and title of State Employment Security Administrator (Signatory Official):**

Address: \_\_\_\_\_

Telephone  
Number: \_\_\_\_\_  
Facsimile  
Number: \_\_\_\_\_  
E-mail  
Address: \_\_\_\_\_

As the Governor, I certify that for the State/Commonwealth of \_\_\_\_\_, the agencies and officials designated above have been duly designated to represent the State/Commonwealth in the capacities indicated for the Workforce Investment Act, Title I, and Wagner-Peyser Act grant programs. Subsequent changes in the designation of officials will be provided to the U.S. Department of Labor as such changes occur.

I further certify that we will operate our Workforce Investment Act and Wagner-Peyser Act programs in accordance with this Plan and the assurances herein.

Typed Name of  
Governor \_\_\_\_\_

Signature of Governor \_\_\_\_\_  
Date \_\_\_\_\_

**ATTACHMENT C**

**Draft**

**COUNCIL ON WORKFORCE INVESTMENT**

**Vision, Mission, Goals and Objectives for 2005-2007**

**Vision:**

Wisconsin invests in its people to provide QUALIFIED WORKERS FOR QUALITY JOBS, delivering these investments through an:

- effective and agile workforce investment system that provides career-ladder opportunities,
- resulting in a highly educated, skilled and motivated workforce,
- for a vibrant, globally-competitive economy,
- and an exceptional quality of life for Wisconsin's citizens.

**Mission:**

The CWI provides strategic leadership to Wisconsin's workforce investment system by advising the Governor on:

- Preparing the workforce for the future,
- Supporting the changing workplace, and
- Ensuring state and regional economic success.

**Goals:**

- I. Identify, and target resources to address, existing and future regional workforce and skill needs, including those in key growth industries
- II. Support effective regional strategies to align the supply of qualified workers with emerging demand
- III. Upgrade emerging demand to advance a high-wage, high-growth economy
- IV. Target resources to key growth industries in different regions of the state
- V. Ensure a comprehensive, effective and accountable workforce system to deliver education, training and services

**Objectives:**

**Objective A: Workforce Information**

Improved statewide and regional information (and methods for its ongoing collection and distribution) about workforce preparation and skill needs, employer demand, and industry/occupational growth, in forms readily usable in public and private decision-making. (Workforce Strategies Committee)

## **Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05**

### **Objective B: Workforce Preparation and Support**

Increased access to PK-16 education and training via new or expanded models, with special attention to under-served populations (at-risk youth, disadvantaged adults, minorities, and residents of rural areas). (Workforce Strategies Committee)

### **Objective C: Targeted Regional Priorities**

Increased opportunities for innovative regional partnerships that support high-wage/high-growth industry and key occupational sectors. (Workforce Strategies Committee)

### **Objective D: Service Delivery System**

Increased flexibility and efficiency of Wisconsin's workforce development (Job Center) service delivery system and the quality of services to employers, job seekers and employment and training partners. (Workforce System Development Committee)

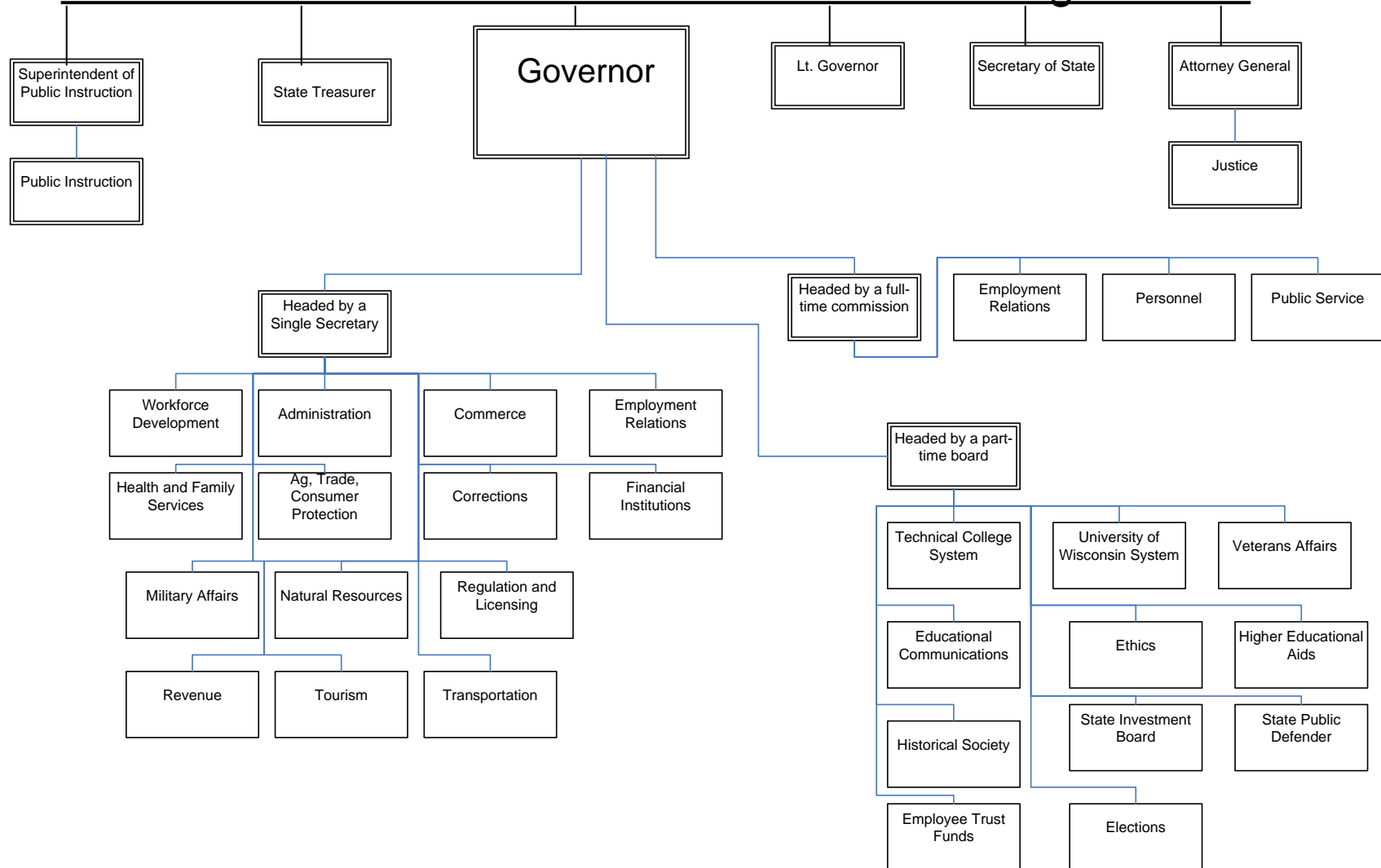
### **Objective E: Coordination/Collaboration**

Increased and improved state and local interagency communications and strategic/program planning to ensure alignment and effective implementation of CWI goals. (Workforce System Development Committee)

### **Objective F: Maximize Resources**

Increased collaborative use of existing resources and use of new alternative funding resources, including discretionary federal grants. . (Workforce System Development Committee)

## Wisconsin State Government Executive Branch Organization



For a more detailed view of the Wisconsin State Government organization chart see <http://www.legis.state.wi.us/lrb/bb/231-240.pdf>

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### **ATTACHMENT E MEMBER LIST OF THE GOVERNOR'S COUNCIL ON WORKFORCE INVESTMENT**

Jim Doyle, Governor, State of Wisconsin

Paul A. Linzmeyer, Council Chair, Bay Towel Inc., Green Bay

Lyle A. Balistreri, President, Milwaukee Building & Construction Trades Council, Milwaukee

Mary P. Burke, Secretary, Department of Commerce

Elizabeth "Libby" Burmaster, State Superintendent, Wisconsin Department of Public Instruction

Thomas L. Burse, President, Buveck Consultants/Construction Managers, Milwaukee

Daniel Clancy, President, Wisconsin Technical College System

Rodney Copes, General Manager, Harley Davidson-Tomahawk Operations, Wausau

Terry Craney, Executive Director, Wisconsin Governor's Work-Based Learning Board

Jewel Currie, Director of Field Support, WE Energies, Milwaukee

Kathleen Drengler, Manager of Training and Development, Greenheck Fan Corp., Wausau

Barbara Fleisner, Executive Director, Marshfield Area Chamber of Commerce, Marshfield

Matthew J. Frank, Secretary, Wisconsin Department of Corrections

Roberta Gassman, Secretary, Wisconsin Department of Workforce Development

Joseph Gilles, Chief Executive Officer, Wausau Insurance, Wausau

James Haney, President, Wisconsin Manufacturers and Commerce (WMC), Madison

State Senator Dave Hansen, District 30, Green Bay

Susan Hatch, President, Hatch Staffing Services, Milwaukee

John Heyer, President and Owner, Kettle Moraine Coatings, Jackson

James P. Hill, Executive Director, La Crosse Area Development Corporation, La Crosse

Ellen Holt, Director of Employee Relations and Recruitment, Gundersen Lutheran, La Crosse

Jerry Johnson, Chief Executive Officer, 10 Rivers Corporation, Bayfield

Tina Koehn, Vice President, UMOS Inc., Menomonee Falls

Donald W. Layden, Jr., President, NuEdge Systems, Wauwatosa

State Senator Joe Leibham, District 9, Sheboygan

Xiong Lo, Co-owner, APN Laboratories, Schofield

## **Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05**

Douglas Moquin, Consultant on Business, Community and Workforce Development, Phillips Plastics Corporation, Phillips

Helene Nelson, Secretary, Wisconsin Department of Health and Family Services

Phil Neuenfeldt, Secretary-Treasurer and Legislative Director, State AFL-CIO, Milwaukee

A. Kent Olson, President and Owner, Olson Tire & Auto Services Inc., Wausau

Richard Oulahan, Executive Director, Esperanza Unida, Inc., Milwaukee

Sally R. Peltz, President, Legacy Redevelopment Corporation, and Principal, Legacy Bancorp, Milwaukee

Lee Rasch, President, Western Wisconsin Technical College, La Crosse

Mark Reihl, Executive Director, Wisconsin State Council of Carpenters, Madison

Joel Rogers, Professor, University of Wisconsin-Madison

Donald L. Rouse, retired Vice President Corporate Operations, Kohl's Department Stores, Hartland

Christopher A. Ruud, Executive Vice President, Ruud Lighting, Racine

Patrick J. Schillinger, President, Wisconsin Paper Council, Neenah

James Schramm, Mayor, City of Sheboygan

John Scocos, Secretary, Wisconsin Department of Veterans Affairs

Georgann Stinson, Vice President of Operations, General Converters & Assemblers, Racine

Julia H. Taylor, President, Greater Milwaukee Committee, Milwaukee

Norma Tirado, Vice President, Employee Services and Organizational Development, Agnesian Healthcare, Fond du Lac

David Vierthaler, Director, Bemis Operations H.R., Bemis Company, Inc., Oshkosh

Dean Welch, Director of Staffing, IT Convergence, Madison

Joan Wilk, Associate Professor, College of Nursing, University of Wisconsin-Milwaukee

State Representative Josh Zepnick, District 9, Milwaukee

ATTACHMENT F

**COUNCIL ON WORKFORCE INVESTMENT**

**BY-LAWS**

*Approved by the CWI on September 10, 2004*

**ARTICLE I. Name**

The name of the organization shall be the Governor's Council on Workforce Investment.

**ARTICLE II. Organization**

**2.1 Membership**

The membership of Governor's Council on Workforce Investment is designated by the enabling Governor's Executive Order establishing the Council and in accordance with the Workforce Investment Act (WIA) of 1998. The Council shall be comprised of:

- 1) The Governor or designee
- 2) The majority of representatives of business in the state;
- 3) The state departments of Commerce, Corrections, Health and Family

Services, Public Instruction, Veterans Affairs, Workforce Development, the University of Wisconsin, and the Technical College System State Board;

- 4) Individuals with experience in youth activities, community-based organizations, education, local government and workforce development issues;
- 5) Individuals who are representatives of organized labor and who have been nominated by State labor federations, and; 6) Two members of each of the two chambers of the State Legislature appointed by the respective leadership of the majority and minority parties (four in total.)

**2.2 Appointment**

**2.2(1) Council Members**

The members of the Council are appointed by the Governor, except for the legislative representatives, and serve at the Governor's pleasure. Legislators are selected by the respective majority and minority party leadership of each House. Any vacancy will be filled consistent with the representation requirements of the Workforce Investment Act of 1998. The Chairperson shall determine when a vacancy occurs and so inform the Governor.

**2.2(2) Council Representation**

- . • Council members who due to job change or other reasons no longer represent the sector from which they were appointed may serve until their replacements are named.
- . • Council members may select an official designee to attend Council and

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Committee meetings that they are unable to attend. The name of the designee should be formally conveyed in writing to the Chairperson.

- . • If a seat on the Council is not represented by the appointee or designee for three consecutive Council meetings, the Council Chairperson may recommend termination and replacement to the Governor. For legislators, the Chairperson may notify the appropriate legislative leaders.
- . • Members who are unable to continue serving on the Council should notify the Chairperson in writing.

### **2.2(3) Committee Membership**

The Council Chairperson appoints members of standing committees and ad-hoc committees unless expressly appointed by the Governor.

### **2.2(4) Non-voting Technical Advisors**

Non-voting Technical Advisors may be invited to join committees by the Committee leadership, with concurrence of Council Chairperson, for a specified term. These members would serve as resource persons on standing committees based on the knowledge or perspective they bring to the work of the committee.

## **2.3 Voting**

### **2.3(1) Council**

Each member of the Council shall have one vote. Only gubernatorial appointees, or their official designees, and legislators are voting members of the full Council.

### **2.3(2) Committees**

Only gubernatorial appointees, or their official designees, and legislators may vote on standing Council committees. Non-voting technical advisors may participate on standing committees but may not vote. All members of ad hoc committees may vote, due to the special assignment of an ad hoc committee.

## **2.4 Conflict of Interest**

Council members are state public officials as defined by ss. 19.42, *Wis. Stat.*, and are subject to ss. 19.46, *Wis. Stat.*, concerning conflict of interest prohibitions including but not limited to: (1) taking any official action substantially affecting a matter in which the official, a member of his or her immediate family, or an organization with which the official is associated has a substantial financial interest; and (2) using his or her office or position in a way that produces or assists in the production of a substantial benefit, direct or indirect, for the official, one or more members of the official's immediate family either separately or together, or an organization with which the official is associated.

## **2.5 Staffing of the State Council**

The Wisconsin Department of Workforce Development shall be the lead agency in providing staff support for the Council with assistance from other agencies as appropriate and necessary.

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## ARTICLE III. Officers and Terms

### 3.1 Council Chairperson

The Chairperson of the Council must be from the business sector, and shall be appointed by the Governor to serve at his/her pleasure. The Chairperson shall preside at all meetings of the Council. If both the Chairperson and the Vice Chairperson will be absent from a Council meeting, the Chairperson shall assign another member of the Council to preside over the meeting. The Chairperson shall be responsible for the management of the business of the Governor's Council on Workforce Investment. The Chairperson shall convene regular and, when appropriate, special meetings of the Council.

### 3.2 Vice Chairperson

The Council Chairperson shall select a Vice-Chairperson from among the membership. The Vice-Chairperson shall, in the absence of the Chairperson, perform the duties of the Chairperson.

### 3.3 Committee Chairs

The Council Chairperson shall appoint committee Co-Chairs unless otherwise expressly appointed by the Governor. The Committee Chairs shall convene committee meetings as needed to address their workplans and other issues as directed by the full Council.

## ARTICLE IV. Meetings

### 4.1 General

The Council shall meet quarterly or at the call of the Chairperson.

### 4.2 Notice

Notice of meetings of the Council, its standing committees, and ad hoc committees shall be given to all members at least seven days prior to the date of the meeting, along with an agenda of items for consideration at such meeting. Mailing by email or surface mail to the member's registered address shall be deemed adequate notice. Public notice as provided under the Wisconsin Open Meeting Law shall be given prior to each meeting.

### 4.3 Quorum

A majority of Council members, or their official designees, shall constitute a quorum for the purpose of conducting official business of the Council. A majority of any standing or ad hoc committees are also required for the purpose of the business of that committee. At the committee level, non-voting technical advisors do not count towards a quorum. All members of ad hoc committees can be counted towards a quorum.

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## ARTICLE V. Committees

### 5.1 Standing Committees

The Council shall have standing committees to help conduct its business. Additional non-voting technical advisors can be appointed. A committee may establish subcommittees to assist in performing committee responsibilities. The Council Chairperson shall appoint the leadership and members of the committees unless expressly appointed by the Governor. The decisions of a committee shall be recommendations only and subject to approval by the full Council except when the standing committee acts on behalf of the Council based on prior authority granted by the Council for a specific purpose. The co-chairpersons of the committee shall establish appropriate rules for management of the committee's business.

### 5.2 Executive Committee

The Executive Committee, at a minimum, shall be comprised of the Council Chairperson, Vice Chairperson, one Co-Chairperson from each of the standing committees, and the Secretary of the Department of Workforce Development.

The Council Chairperson may appoint additional members as needed. The Executive Committee shall provide overall direction to Council activities, make recommendations on Council administrative and organizational matters as appropriate and may act on behalf of the Council. The committee shall perform additional duties as charged by the Council Chairperson.

### 5.3 Ad-Hoc Committees

The Council Chairperson may establish *ad-hoc* committees, workgroups or task forces to assist the Council in carrying out its responsibilities. The length of terms shall be determined by the Council Chairperson at the time of the appointment. Ad-hoc committees may include a combination of Council members and non-council members. The Chair of an ad-hoc committee must be a Council member.

### 5.4 Dislocated Worker Committee

The functions of the State Dislocated Worker Committee, as required by state administrative rule, may be included within a standing committee.

## ARTICLE VI. Reimbursement of Expenses

Travel expenses incurred by members and ad hoc committee participants, other than state agency representatives, to attend meetings of the Council or its committees or other meetings approved by the Council shall be reimbursed in accordance with the state travel reimbursement policy.

## ARTICLE VII. Amendment of By-laws

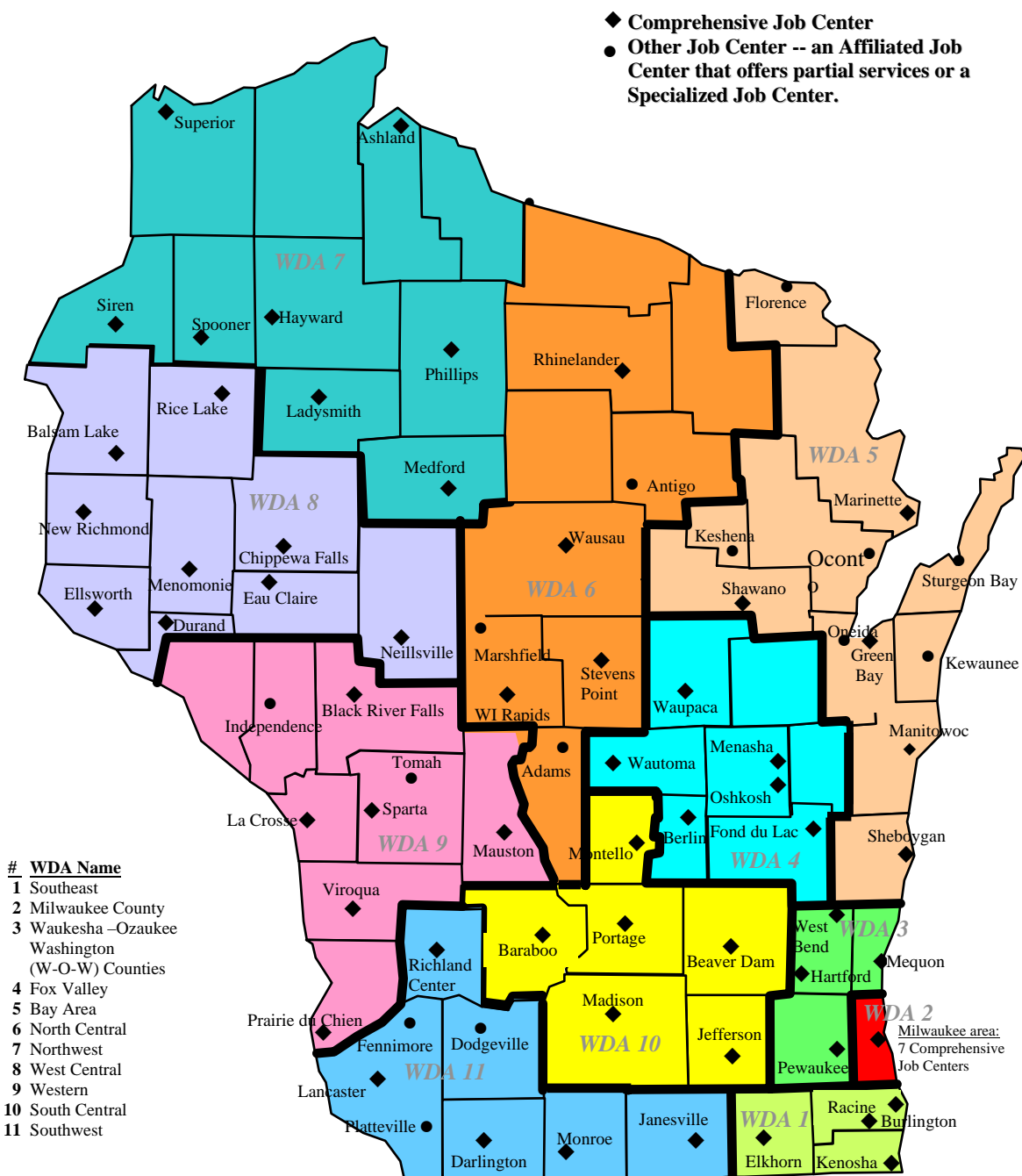
These by-laws may be amended by majority vote of the Council.

## ARTICLE VIII. Roles and Responsibilities

The powers and duties of the Council are principally specified under the authorizing Executive Order and the federal Workforce Investment Act of 1998.

ATTACHMENT G

ONE-STOP COMPREHENSIVE AND OTHER JOB CENTERS  
IN WISCONSIN'S 11 WORKFORCE DEVELOPMENT  
AREAS



ATTACHMENT H

Limited English Proficiency Plan  
for the  
**DWD/Division of Workforce Solutions**

Effective dates of the Plan: January 1, 2003 through December 31, 2004

Signature      Bettie A. Rodgers /s/

Signature      Ginevra A. Ewers /s/

Bettie A. Rodgers  
Division Administrator

Ginevra A. Ewers  
Division LEP coordinator

DWD is an equal opportunity employer and service provider. If you have a disability and need to access this information in an alternate format, or need it translated to another language, please contact (608) 266-8145 or (866) 275-1165 TTY (toll free).

Draft DWD LEP Plan

August 2003

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Individual responsible for Plan development:

Ginevra Ewers, Human Resources Section Chief, Division of Workforce Solutions  
Room A200, GEF 1, 608-266-8145

## **I. Introduction**

It is the policy of DWD to provide meaningful access to, and information about, all programs and services made available by the Department, to any individual in need of, and qualifying for, the programs and services. The Department will ensure access to services or programs to LEP individuals by providing program information in alternate languages and formats, which may include, but may not be limited to providing interpreters, or translation, as necessary.

Each DWD division will be responsible for creating an LEP procedure based on this policy that is reflective of its specific programs, services, and customers. This document outlines how the Division of Workforce Solutions (DWS) will meet its obligations under this Department policy and Civil Rights legislation. DWD uses the term Civil Rights Compliance to mean programs for equal opportunity, affirmative action and services to persons with limited English proficiency.

## **II. Purpose of the Plan**

The Plan provides a vehicle for DWD to:

1. Designate an LEP Coordinator;
2. Articulate its expectations for program delivery that meets requirements for language access;
3. Outline methods being used by DWD to address language access needs; and
4. Describe current and planned activities in support of language access.

This Plan meets the requirements contained in the DWD Limited English Proficiency (LEP) Policy No. 417. This Plan will also be incorporated into the DWD Civil Rights Compliance Plan, which is shared with federal funding agencies.

## **III. Division of Workforce Solutions Limited English Proficiency Policy**

The DWS Limited English Proficiency Policy was issued on July XX, 2003 by Division Administrator Bettie A. Rodgers and is attached to this Plan as Attachment A.

## **IV. Division Overview and Mission**

DWS is made up of the Administrator's Office and eight bureaus. The Division's mission is to provide a seamless continuum of services that will be provided to and accessed by employers, members of the workforce and their families so that:

- Employers have the workforce they need,
- Individuals and families achieve economic self-sufficiency by accessing quality support services, making sound employment decisions, and maximizing their potential in the workforce.
- All children have the financial support they need from both parents.

Assuring full participation in the workforce is important in the accomplishment of this mission. Removing barriers that may exist because of language issues is one way to enhance participation in the workforce and in the programs we administer. The Division is involved in both direct services to program applicants and participants and in the oversight and monitoring of local agencies providing direct services.

### **V. Legal Requirement for LEP services in DWS programs**

Program regulations that guide DWS programs provide the legal requirement for LEP services in DWS. The federal Department of Health and Human Service has published regulations for programs it funds (e.g., Child Support Enforcement, Child Care, Temporary Assistance to Needy Families). The Department of Agriculture has published regulations for the programs it funds including the Food Stamp Employment and Training program. The Department of Labor has published regulations concerning the programs it funds including Workforce Investment Act and Wagner-Peyser.

### **VI. Identifying DWS Customer Groups and their language profiles**

The Division uses US Census data as a starting point for the identification of populations that may have limited English proficiency. In addition, the Department of Public Instruction collects data on students and their ability to understand English and extrapolations are made concerning parents of school age children. In Wisconsin as a whole, Spanish and Hmong speakers represent a significant enough portion of the population they are considered Statewide LEP groups. In addition, there are some individual counties that when considered individually, have significant minority populations.

### **VII. Division activities in support of its LEP commitment**

#### **DWS Civil Rights Workgroup**

DWS has created a cross-divisional group to address the Division's compliance with Civil Rights (including Affirmative Action, Equal Opportunity and LEP) regulations and requirements. The group meets on a monthly basis and addresses both policy and implementation issues. Workgroup members represent almost all of the Division's bureaus and bring a variety of experiences and perspectives to the workgroup. Minutes of the meetings are posted on the DWS Civil Rights website. This workgroup is chaired by Gini Ewers, Division Human Resources Section Chief. See Appendix B for a list of DWS Civil Rights workgroup members.

#### **DWS Title VI workgroup**

DWS has several representatives on the Department's workgroup that examines issues related to Title VI of the federal Civil Rights Law. The current focus of the workgroup is serving customers with limited English proficiency through our front desk/reception areas and by phone. This workgroup meets as needed depending on the topics being covered. Rudy Bentley, DWS Affirmative Action Officer, chairs this workgroup.

#### **DOL grant in the Bureau of Migrant, Refugee and Labor Services**

On July 1, 2002, DWD received a competitive grant from the Department of Labor for \$1.5 million to promote collaboration between faith-based and community-based organizations into the One-Stop system in order to improve access to programs and services by persons who have limited English proficiency. In addition to extensive outreach and communication, the project issued planning grants to all interested Workforce Development Areas (WDA). Ten of the 11 WDAs (all but the Waukesha-Ozaukee-Washington WDA) used the planning grants to identify the needs of customers who have limited English proficiency, and identify barriers to service and solutions. Eight WDAs were awarded grants to implement a range of innovative programming (Bay Area, Milwaukee County, North Central, South Central, Southeastern, Southwestern, West Central, Western). The awards range from \$57,000 to approximately \$400,000.

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### **Pilot project for translation of JobNet listings to Spanish**

Computer aided translation is being studied on a pilot basis for the translation of job orders posted on JobNet to Spanish. Many web based translation services have very low accuracy. This pilot project is designed to test a tool that is expected to have greater accuracy. Five pilot sites are participating in the test, which is scheduled to run through September 1, 2003.

### **Identification and translation of vital documents**

The DWS Civil Rights Workgroup is currently reviewing the inventory of all DWS documents to determine which documents are considered vital, and of those vital documents, which ones have been translated. The listing of DWS documents numbers almost 1,600, of which many have been translated. As of June 1, 2003, records indicate that the Division has translated 127 documents. Languages into which DWS documents have translated include Albania, Bosnia/Serbian/Croatian, Cambodian, Hmong, Laotian, Russian, Spanish and Vietnamese. Once the inventory has been completed, a schedule will be developed for translation of the remaining vital documents into appropriate languages.

### **DWS Staff training**

The DWS Civil Rights Workgroup is developing a Civil Rights curriculum and training plan for all DWS staff. Under this plan, training will be developed and provided in a number of different formats (in person, via conference calls, and via computer) to minimize costs and to provide flexible scheduling for the Division's staff. The curriculum will address two distinct roles DWS staff perform; direct service and contract oversight, and will include the following:

- Technical training on how to respond to telephone or in-person inquiries from individuals who are not proficient in English by using a contracted telephone interpreter.
- Review of DWS policies that prohibit discrimination and harassment.
- What a contract manager needs to know to assure Civil Rights Compliance by agencies that contract with DWD.
- Cultural awareness to deepen understanding and appreciation of differences among people.

### **Contracted telephone interpretation**

DWD has entered into a contract with Certified Languages International to provide oral interpretation from and to English on telephone conference calls. The contract requires that the vendor be able to provide translation in the following 13 languages at a minimum; Spanish, Hmong, Albanian, Bosnian/Croatian/Serbian; Burmese; German; Laotian; Polish; Russian; Somali; Thai; Tibetan; Vietnamese. Interpreters must be available 24 hours a day, 7 days a week. This contract may also be used by partner agencies.

### **Interpreter training**

The DWS Bureau of Migrant, Refugee and Labor Services (BMRLS) supports training of interpreters through the "Bridging the Gap Medical Training Program". The program provides a 5-day interpreter training, which covers ethics, roles and boundaries for interpreters, and specialized vocabulary and resources. In addition, some trainees attend an additional four-day Train-the-Trainers program. In exchange for the free training, trainers must provide additional training on a non-profit basis.

### **Contracted translation services**

DWD provides written translation of documents through vendors under contract with the Department. Vendors were selected under a competitive process for the period March 3, 2003 through March 2, 2004 (with two optional yearly renewals). Ten vendors are included in the bulletin, which covers services of original translation, proof-only work and layout.

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Price differs by turn-around time requested and by length of document. In total, these vendors provide translation services in 55 different languages.

### **Complaint investigation and processing**

Bill Franks is the Division's complaint coordinator for discrimination complaints, including complaints regarding language access from applicants or recipients of our program services. (The Division Affirmative Action Officer, Vidal Rodriguez handles DWS employee complaints of discrimination). A Coordinated complaint process has been developed and implemented in Job Centers. An individual making the complaint may be applying for or receiving multiple services funded by different federal agencies. Our goal is to make the process for filing a complaint straight forward and understandable, at the same time it preserves for the customer all of the avenues for remedy available to them.

### **Management of contract agencies' Civil Rights Compliance including LEP (i.e., plan approval, training, complaint processing)**

Many of the Division's program services are delivered through contracts with local agencies rather than with Division employees. Therefore, a large focus of the Division's Civil Rights Compliance efforts including LEP efforts focus on the local agencies under contract with the Division for service delivery. DWD contracts require that agencies complete a Civil Rights Compliance Plan outlining their Equal Opportunity policies, LEP policies and Complaint procedures. The plan also includes an analysis of the contract agency's workforce and customer population. DWD Civil Rights staff review local agencies' plans, work with agencies to address deficiencies, provide technical assistance and training to local agency program directors, Equal Opportunity Coordinators, LEP Coordinators, Complaint Coordinators and staff.

### **Training and Technical Assistance for contract agencies**

DWD Civil Rights staff, in collaboration with Civil Rights staff from the Department of Health and Family Services develop and present training for contract agency staff. Between November 2002 and January 2003, over 500 local agency staff were trained in basic Civil Rights for Service Providers. During September 2003, the basic Civil Rights course will be repeated. In addition, a new full-day course targeting Equal Opportunity Coordinators, Limited English Proficiency Coordinators, and Complaint Coordinators will be offered. The course will cover the updated Department of Health and Human Services LEP Guidance (issued August 2003), details on how to complete the required Civil Rights Compliance Plan, how to locate and use data sources to determine the composition of your customer population, and more. The course will be offered in five different locations around the state.

### **Monitoring of local agencies Civil Rights compliance**

Civil Rights staff members are involved in both desk and on-site monitoring of local agencies for compliance with Civil Rights requirements and in the resolution of complaints. In addition, contract managers also perform some monitoring functions. The information is shared between contract managers and Civil Rights staff to be sure that compliance concerns are addressed timely and appropriately.

## **IX. Plan dissemination**

This plan will be shared with the DWD Management Team, and responsibilities and expectations will be discussed. In addition it will be posted on the DWS Civil Rights web page and all division staff will be notified and encouraged to review the plan. A copy of the plan will be provided to federal funding agencies as appropriate.

## Appendix A

### **Limited English Proficiency Policy DWD/Division of Workforce Solutions (August, 2003)**

#### **STATEMENT OF COMMITMENT**

The Division of Workforce Solutions (DWS) is committed to providing equal opportunity in all programs and services to ensure full compliance with all civil rights laws, including provision of language access services to persons with limited English proficiency as follows:

- Customers with limited English proficiency (LEP) will receive timely oral interpretation or access to translated written material at no cost; and
- Grantees and contractors are subject to full compliance with civil rights laws and are responsible for the compliance of their sub-grantees and sub-contractors.

Equal opportunity access includes physical and program access for persons with disabilities and program access for persons with limited English proficiency. Title VI of the Civil Rights Act prohibits discrimination on the basis of national origin and requires the provision of language access services to persons with limited English proficiency. Program and physical access for persons with disabilities is covered in a separate policy.

#### **LIMITED ENGLISH PROFICIENCY COORDINATOR**

The agency's management-level LEP Coordinator is Ginevra Ewers, (608) 266-8145, Human Resources Section Chief. William Franks, Equal Opportunity Specialist, (608) 266-6889, is the back-up coordinator.

#### **DEFINITIONS**

The following definitions are applicable to this policy:

- **Interactive Voice Response (IVR)** – Refers to an automated system that enables a caller to obtain and provide information over the telephone.
- **Limited English Proficiency (LEP)** – Refers to those customers who cannot speak, read, write, or understand the English language at a level that permits them to interact effectively with program service providers.
- **Qualified Interpreters** – Refers to interpreters who have demonstrated proficiency in English and a second language; have attended orientation and training on the skills and ethics of interpretation; and who have fundamental knowledge of relevant specialized terms and concepts in both languages.
- **Service Area** – Refers to the geographic area from which an agency draws customers (e.g. countywide, multi-county area, statewide).
- **Statewide Major LEP Language Groups** – Refers to the language groups which, on a statewide basis, comprise at least 10 percent of the state population or 3,000 individuals,

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whichever is less. As of January 2003, Spanish and Hmong are designated statewide major LEP language groups.

- **Vital document** – Refers to a document, either paper or electronic, that contains information that is critical for accessing the provider's services and/or benefits, or is required by law. Vital documents include, but are not limited to, applications/registrations; consent forms; letters and notices pertaining to the approval, denial, reduction, or termination of services or benefits; letters or notices that require a response from the customer; and documents that inform customers of free language assistance.

### ORAL INTERPRETERS

DWS as a service provider shall offer a customer with limited English proficiency services of an oral interpreter in a timely manner, and appropriate records will be maintained to document the offer of the service. Resources to help locate interpreters will be made available to staff.

DWS as the agency overseeing local agency service delivery shall require that local service delivery agencies and their subcontractors will offer customers with limited English proficiency services of an oral interpreter in a timely manner, and appropriate records will be maintained to document to offer of service.

### DOCUMENT TRANSLATION

DWS as a service provider shall provide written translations of DWS vital documents and oral translation of other agency documents for each eligible language group that constitutes 5 percent of the state's population or 1,000 individuals, whichever is less, for the populations of persons eligible to be served or likely to be directly affected by our programs.

Written translations of DWS materials which are not considered vital documents, shall be provided for each eligible language group that constitutes 10 percent of the state's population of 3,000 individuals, whichever is less, for the populations of persons eligible to be served or likely to be directly affected by our programs.

It is desirable that a document be issued in all applicable languages (e.g., English, Spanish and Hmong and other languages, as appropriate) at the same time. Effective with the issuance of this policy, in no case should the issuance of a translated document be longer than 30 days following the issuance of the document in English. It is the responsibility of the author of the document to have the material translated into appropriate languages. Translated materials will be written in a culturally sensitive and understandable manner. The Department of Workforce Development written translation bidder list is available for procuring written translations.

DWS as the agency overseeing local agency service delivery shall communicate, monitor and enforce these document translation requirements on grantees and contract agencies.

### COMPETENCY OF INTERPRETERS AND TRANSLATORS

As a service provider and the agency overseeing the service delivery of DWS programs by others, DWS will assure that qualified interpreters and translators will be utilized to provide services. Interpreters and translators will be appropriately trained, culturally sensitive and informed of the need to comply with confidentiality policies and the agency's Code of Ethics when interpreting or translating.

### USE OF FAMILY, FRIENDS AND MINOR CHILDREN AS INTERPRETERS

As a service provider and the agency overseeing the service delivery of DWS programs by others, DWS will assure that family members or friends of an applicant/participant may serve as an interpreter only after:

- the agency/provider informs the person with limited English proficiency of the right to free interpreter services;
- the person declines such services and requests the use of a family member or friend; and,
- the agency determines the use of such a person would not compromise the effectiveness of services or violate the confidentiality of the person with limited English proficiency.

When using a family member/friend for interpretation, agencies/providers should:

- Document the use of a family member/friend and place in the LEP person's file; and
- Have a trained interpreter sit in on the encounter to ensure accurate interpretation.

Minor children are not to be used as interpreters.

### COMPUTER SYSTEMS AND COMPUTER NOTICES

Computer systems designed and implemented by DWD will have indicators for customer self-identification of limited English proficiency. Computer-generated notices will have a statement in each of the major language groups served regarding the content of the notice and how to obtain translation of the entire notice.

### OTHER COMMUNICATION METHODS

Other communication methods, including Interactive Voice Response Systems, web pages, posters and videos will be made available in alternative formats and languages for the major language groups served.

### WRITTEN NOTICE OF LANGUAGE ACCESS RIGHTS

As a service provider and the agency overseeing the service delivery of DWS programs by others, DWS will assure that written language access rights are distributed in the major LEP languages through the following methods:

- Positing of signs in lobbies and waiting areas
- Customer orientations
- Statements in appeal notices
- Statements in brochures, booklets, outreach material, recruitment information and other materials that are routinely disseminated to the public

Language access statements shall inform LEP clients of:

- The right to qualified interpreter services at no cost to them.
- The right not to be required to rely on their minor children, other relatives, or friends as interpreters.
- Their right to file a grievance about the language access services provided them.

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### **EQUAL OPPORTUNITY POLICY AND DISCRIMINATION COMPLAINT POSTINGS**

As a service provider and the agency overseeing the service delivery of DWD programs by other, DWS will assure that the agency's Equal Opportunity Policy and Discrimination Complaint Process will be posted in plain view in the major languages in service areas and points of customer contact, i.e., reception or customer waiting areas.

### **ASSESSMENT AND PLANNING**

As a service provider and the agency overseeing the service delivery of DWD programs by other, DWS will assure that LEP populations to be served will be assessed on an annual basis. Following the assessment, a plan will be developed to meet the needs of eligible populations.

### **TRAINING**

All newly hired DWS staff will be offered training during their probationary period. Refresher training will be made available for staff every three years. An annual training plan, including schedule and materials, will be developed by the DWS LEP Coordinator.

As the agency overseeing the service delivery of DWD programs by our funding recipients, DWS will require that contract agencies, grantees and partner staff receive training on how to provide language access services. DWD training materials will be available as a model for sub-grantee and subcontractor agencies.

### **COMMUNITY OUTREACH**

As both a service provider and the agency overseeing the service delivery of DWD programs by other, DWS will assure that community outreach to the major LEP groups (i.e., Spanish and Hmong) be conducted to ensure LEP customers have knowledge of language access services and equal access to programs.

### **MONITORING**

The DWS Limited English Proficiency (LEP) Coordinator, in cooperation with DWD program and contract managers and DWD civil rights staff shall develop an annual monitoring plan (including schedule and monitoring tools) to assess DWD and grantee and contract agency compliance with language access requirements.

### **LEGAL AUTHORITY**

Executive Order 13166  
Civil Rights Act as amended

<u>Bettie Rodgers /s/</u>	<u>9-4-03</u>
Division Administrator	Date

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### Appendix B - DWS CRC Workgroup members.

Albrecht, Barbara - Bureau of Division Wide Services  
Bartol, Fred - Bureau of Workforce Programs  
Diedrich, Roy - Bureau of Partner Services  
Ewers, Ginevra - Bureau of Division Wide Services  
Franks, William - Bureau of Division Wide Services  
Frishman, Elena - Bureau of Migrant, Refugee and Labor Services  
Hoelzel, Linda - Bureau of Child Support  
Johnson, Silas - Bureau of Partner Services  
Moss, Earnestine - Bureau of Division Wide Services  
Moore, Elayne - Bureau of Division Wide Services  
Reyes, Raul - Bureau of Job Services  
Rodriguez, Francisco - Bureau of Migrant, Refugee and Labor Services  
Rodriguez, Vidal - Bureau of Division Wide Services  
Rupinski, Timothy - Bureau of Workforce Information  
Wells, Karin - Bureau of Workforce Information

ATTACHMENT I GRIEVANCE POLICY

**S. COMPLAINTS/GRIEVANCES AND APPEALS.**

These are the procedures DWS grantees/contractors, employees, applicants for or participants in DWD-funded programs, and other parties affected by the operations of DWD-funded programs shall use to resolve complaints/grievances and appeals regarding alleged violations of DWD grants, its related regulations, applicable Wisconsin statutes, other applicable federal or state requirements, the provisions of this document or the terms of a DWD grant agreement or contract.

**1. General Requirements** for processing complaints/grievances and appeals.

**a. Program and Grant Responsibilities.** DWD grantees shall establish and maintain complaint/grievance and appeal procedures that conform to DWD Grant and other applicable federal and state requirements. To be valid, systems for resolving DWD Grantee complaints/grievances must provide for due process.

(1) The elements of due process:

- (a) Notice to the parties of the specific charges and the responses of those involved;
- (b) Reasonable timing;
- (c) An impartial decision-maker;
- (d) The right of the parties to representation;
- (e) The right of each party to present evidence both in writing and through witnesses;
- (f) The right of each party to question others who present evidence; and
- (g) A decision made strictly on the recorded evidence.

(2) The grantees must:

- (a) Describe their complaint/grievance and appeal procedures in their DWD grant agreements.
- (b) Assure that their subgrantees are informed of and maintain procedures consistent with the requirements of this section.
- (c) Require that every employer who hires participants under DWD-funded programs shall maintain complaint/grievance and appeal procedures, which include the employer's terms and conditions of employment as described in WIA Title I Section 122 (h)(1) and applicable collective bargaining agreements.
- (d) Follow their own written procedures in resolving WIA Title I complaints/grievances at the local level.
- (e) Post complaint/grievance and appeal procedures in a prominent place(s) and ensure that DWD grant participants are made aware of their rights regarding complaints/grievances, appeals, and hearings.
- (f) Retain all records about complaints/grievances and appeals for a period of three years or beyond three years if the complaints/grievances and appeals are not resolved or are under audit, investigation, or litigation.

**b. Final Authority on Decisions.** The DWS administrator, on behalf of the Governor, has the final decision-making authority on complaints/grievances arising from the administration, implementation and operation under DWD grants.

**c. Forms for Filing Complaints/Grievances.** The DWS Complaint Information Form must be used for all formal complaints/grievances filed with DWS. Local agencies may modify the form for their own use as long as they comply with basic complaint/grievance

filing requirements.

**d. Technical Assistance.** DWS shall provide technical assistance to grantees or other parties needing information on complaint/grievance procedures and related issues.

**e. One-Stop Complaint Procedures.** DWS in conjunction with its grantees and other federal financial assistance partners has instituted a Job Center Complaint Coordination System (JCCCS) in all Wisconsin Job Centers. Each Job Center has a Complaint Coordinator. The Coordinators refer complaints, regardless of program fund source, to the appropriate entity within or outside of the Job Center.

## **2. Complaint/Grievance Preparation.**

**a. Written and Within One Year.** The complainant shall file a written complaint/grievance within one year after the alleged violation took place.

**b. Addressed to Respondent.** Complaints/grievances should be addressed to the appropriate respondent agency.

**c. Accurate and Complete.** A complaint/grievance must be sufficiently accurate and complete to be evaluated on its own. It is suggested that formal complaints/grievances be notarized.

**d. Establishment of Filing Date.** The filing date of a complaint/grievance is established when a complainant submits a written complaint/grievance that provides:

- (1) The full name, telephone number (if any), and address of the person(s) or organization(s) making the complaint/grievance;
- (2) The full name and address of the respondent against whom the complaint/grievance is made;
- (3) A clear and concise statement of the facts, including pertinent dates constituting the alleged violation;
- (4) The provisions of the DWD grant, the regulations, or other applicable agreements believed to have been violated;
- (5) A statement disclosing whether the complaint/grievance has been cross-filed with any other jurisdiction and whether these other proceedings have commenced or been concluded, including dates, authorities, and other pertinent information.

**e. Response by recipient grantee.** The grantee shall acknowledge receipt of a complaint/grievance in writing within five (5) working days. Where possible the file date should be included in the response.

## **3. Requirements for Complaints/Grievances Alleging Discrimination.**

**a.** Section 188 of Title I of WIA prohibits discrimination on the basis of age, disability, sex, or on the basis of race, color, or national origin, political affiliation or belief, status as a program participant, or against beneficiaries on the basis of citizenship/status as a lawfully admitted immigrant authorized to work in the United States.

Complaints/grievances alleging a violation of WIA Title I s.188 and 29 CFR, Part 37.70 – 37.114, regarding discrimination will be processed as follows:

- (1) The complaint may be filed either with the United States Department of Labor (DOL) Director of the Civil Rights Center (Director/CRC – the cognizant federal agency for discrimination complaints) or DWS.
- (2) The Director/CRC, for good cause shown, may extend the filing time deadline. This time period for filing is for the administrative convenience of the Directorate and does not create a defense for the respondent.
- (3) Any person who elects to file a complaint with DWS shall allow DWS 90 calendar

days to process the complaint.

(4) DWS has adopted procedures which allow any party to a discrimination complainant to request Alternative Dispute Resolution (ADR) or mediation of their complaint. ADR allows disputes to be resolved in a less adversarial manner and is totally voluntary. The complainant may file a complaint with the Director/CRC within 30 days should ADR fail to provide a satisfactory resolution of the complaint. The Equal Rights Division of DWD will provide ADR or mediation for parties requesting this method of resolving discrimination complaints.

(5) If, by the end of 90 calendar days, DWD has not completed processing the complaint, has failed to notify the complainant of the resolution, or has offered a resolution not satisfactory to the complainant, including ADR, the complainant may, after the 90 calendar days have passed, file a complaint with the Director/CRC by completing and submitting CRC's Complaint Information and Privacy Act Consent Forms. The complaint must be filed no later than 30 calendar days after DWD has issued a final decision or 90 days have passed. In any event, the complaint must be filed with CRC no more than 120 days after the complaint was initially filed.

(6) The Director/CRC shall, at the conclusion of the investigation, advise the complainant and respondent whether there is reasonable cause to believe that a violation of the nondiscrimination and equal opportunity provisions of a DWD Grant or 29 CFR, Part 37, has occurred.

(7) A complainant has 180 days to file a discrimination complaint.

**b. Discrimination Based on State Fair Employment Statutes.** Complaints/grievances alleging a violation of the State of Wisconsin's Fair Employment Statute, 111.31-111.395, Stats., regarding discrimination must be filed with the DWD-Equal Rights Division (ERD) within 300 days after the alleged discrimination took place. Complaints/grievances filed with the DOL-CRC may be cross-filed with the state DWD-ERD. The Fair Employment Statute extends protection to classes not covered under federal law, such as arrest/conviction record, marital status, sexual orientation, military reserve status, and use of lawful products. Complaints/grievances appealed to the Equal Rights Division must be filed using the ERD Discrimination Complaint Form. A link to this form follows: <http://www.dwd.state.wi.us/er/pdfs/ERD-4206a-F.pdf>

#### **4. Requirements for Complaints/Grievances Alleging Noncriminal Violations other than Discrimination.**

**a. Grantee as Respondent.** When a DWD grantee is a respondent to complaints/grievances about the administration, implementation, and operation of its DWD-funded employment and training programs, the following procedures must be used:

(1) The complainant shall file a written complaint/grievance within one year after the alleged violation took place.

(2) The grantee shall review the complaint/grievance to determine if it was filed within the one-year time limit and if it falls within the jurisdiction of the DWD Grantee and WAA. If the criteria are not met, the grantee shall provide the complainant with written notice of the rejection of the complaint/grievance and the reasons for that rejection. If the criteria are met, the grantee shall provide the complainant with written notice of the acceptance. The filing date shall be included in the notice.

(3) After accepting the complaint/grievance, the grantee shall:

(a) Conduct a hearing within 30 calendar days of the filing date; and

(b) Issue a decision to the complainant within 60 calendar days of the filing date.

(4) Format for a written decision.

(a) Summary Statement that identifies issue(s) being contested and which

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- caused the hearing to be called. Include citation of law(s), rule(s), regulation(s), policy(ies), and agreements alleged to have been violated.
- (b) Findings of Facts, which enumerates items the hearing examiner accepts as facts based upon demonstration of support (documentation) from complainant's and respondent's presentation of facts and opinions.
  - (c) Conclusion is a brief summary of the facts, which affirm or deny assertions made by parties at the hearing.
  - (d) Decision should be based on the conclusion(s) and provide a remedy for final resolution.
  - (e) Appeal rights must be included in the written decision. This statement of appeal rights shall include how, where, and how much time the aggrieved party has to appeal the decision.
- (5) After receiving an adverse decision or no decision on a complaint/grievance within 60 calendar days, the complainant may file an appeal requesting a state level independent review. This appeal must be filed with DWD within the following time limitations:
- (a) The complainant must file the appeal within 10 calendar days after the complainant received the decision; or
  - (b) If the complainant did not receive a decision, the complainant must file the appeal within 15 calendar days after the decision was due.
- (6) After accepting a complaint/grievance that has been appealed from the grantee level requesting a state level review, the DWS administrator, on behalf of the Governor, shall review the case and issue a final decision within 30 calendar days after the appeal was filed.
- (7) Appeal. A complaint alleging that DWD, on behalf of the Governor, has not issued a decision within 60 days after a complaint is filed or the party to such decision receives an adverse decision may appeal these issues to the Secretary of Labor. The Secretary shall make a final determination no later than 120 days after receiving such an appeal.

**b. DWD as Respondent.** When DWD is a respondent to complaints/grievances about the administration, implementation, and operation of its DWD-funded employment and training programs, the following procedures shall be used.

- (1) The complainant must file a written complaint/grievance within one year after the alleged violation took place. For a complaint or grievance involving audit resolution, an appeal must be filed between 15 and 30 days after the issuance of the determination letter, as detailed in the letter.
- (2) DWD must review the complaint/grievance to determine if it was filed within the one-year time limit and if it falls within DWD's jurisdiction. If the criteria are not met, DWD shall provide the complainant with written notice of the rejection of the complaint/grievance and the reasons for that rejection. If the criteria are met, DWD shall provide the complainant with written notice of the acceptance of the complaint/grievance.
- (3) After accepting the complaint/grievance, DWD shall:
  - (a) Appoint a hearing examiner;
  - (b) Conduct a hearing within 30 calendar days of the filing date; and
  - (c) Issue a decision to the complainant within 60 calendar days of the filing date.
- (4) After receiving an adverse decision or no decision on a complaint/grievance within 60 calendar days, the complainant may file an appeal requesting a state level independent review. This appeal must be filed with DWD:
  - (a) The complainant must file the appeal within 10 calendar days after the

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- complainant received the decision; or
- (b) If the complainant did not receive a decision, the complainant must file the appeal within 15 calendar days after the decision was due.
- (5) After accepting the appeal, DWD shall designate a review officer to conduct the state level independent review.
- (6) After reviewing the case file and (if needed) gathering additional information, the Independent Review Officer shall issue a recommended decision to the DWS administrator within 30 calendar days after the appeal was filed. The DWS administrator may accept, reject, or modify the Independent Review Officer's recommended decision.
- (7) The DWS administrator must, on behalf of the Governor, issue a final decision within 30 calendar days after accepting the request for a state level independent review.

**c. Employer/Work-training Provider as Respondent.** When an employer or work-training provider acting under agreement with a DWD grantee/contractor is a respondent to complaints/grievances about the administration, implementation, and operation of DWD-funded employment and training programs, including complaints of unlawful employee displacement by a DWD program participant, the following procedures must be used:

- (1) The complainant shall file a written complaint/grievance within one year after the alleged violation took place.
- (2) The grantee or contracting agency shall review the complaint/grievance to determine if it was filed within the one-year time limit, if it falls within the jurisdiction of the DWD grantee/contractor, and if it meets grievance/complaint criteria under WIA or TANF/W-2. If the criteria are not met, the grantee shall provide the complainant with written notice of the rejection of the complaint/grievance and the reasons for that rejection. If the criteria are met, the grantee/contractor shall provide the complainant with written notice of the acceptance. The filing date shall be included in the notice.
- (3) After accepting the complaint/grievance, the DWD grantee/contractor shall contact the respondent, investigate the complaint, and attempt to reach an informal resolution.
- (4) If an informal resolution cannot be reached, the grantee/contractor shall:
  - (a) Conduct a hearing within 30 calendar days of the filing date.
  - (b) Issue a decision to both the complainant and respondent within 60 calendar days of the filing date.
- (5) Format for written decision.
  - (a) Summary Statement that identifies issue(s) being contested and which caused the hearing to be called. Include citation of law(s), rule(s), regulation(s), policy(ies), and agreements alleged to have been violated.
  - (b) Findings of Facts, which enumerates items the hearing examiner accepts as facts based upon demonstration of support (documentation) from complainant's and respondent's presentation of facts and opinions.
  - (c) Conclusion is a brief summary of the facts, which affirm or deny assertions made by parties at the hearing.
  - (d) Decision should be based on the conclusion(s) and provide a remedy for final resolution.
  - (e) Appeal rights must be included in the written decision. This statement of appeal rights shall include how, where, and how much time the aggrieved party has to appeal the decision.

(6) After receiving an adverse decision or no decision on a complaint/grievance within thirty calendar days, either the complainant or the respondent (or both) may file an appeal requesting a state-level independent review. This appeal must be filed with DWD within the following time limitations:

- (a) The complainant and/or respondent must file the appeal within 10 calendar days after they received the decision; or
- (b) If the complainant and/or respondent did not receive a decision, they must file the appeal within 15 calendar days after the decision was due.

**5. Requirements for Complaints/Grievances Alleging Incidents of Fraud and Abuse Violations of DWD Grants**

**a. Notification of Requirements.** All WDAs and other organizations receiving DWD funds shall respectively notify the LEO, WDB members, employees, subrecipients, all DWD grant participants, and the general public of the contents of this subsection.

**b. Nationwide System for Reporting Incidents.** The DOL-ETA, in conjunction with the Office of Inspector General (OIG) has established a nationwide system to report any suspected or actual incidents of fraud and abuse. Under this system, the following procedures will apply to DWD grant recipients.

(1) Individuals who become aware of any allegation or complaint/grievance about possible fraud, misfeasance, nonfeasance, or malfeasance, misapplication of funds, gross mismanagement, and employee or participant misconduct involving DWD grant programs or operations should report that information as follows:

- (a) Staff of WDAs or statewide grantees shall within one working day, file an Incident Report using the DWD Grant Fraud and Abuse Incident Report form and submit it to DWD according to procedures on the back of the form.
- (b) Staff of program operators other than WDAs or statewide grantees or members of the public may report suspected incidents of fraud and abuse either to the local WDA Administrative Entity or to DWD.
- (c) It is not the intent of the DOL or DWD to limit use of the Incident Report to elicit information only after an act or allegation has already been determined legally prosecutable. On the contrary, any act that raises questions concerning possible illegal expenditures or other unlawful activity should be reported immediately.

(2) Complainants who fear that their positions will be compromised if they submit information through the WDA/DWD reporting system may send an Incident Report directly to the OIG, P.O. Box 1924, Washington, D.C., 20013, or telephone the OIG's hotline that is maintained for public use by individuals who want to report a suspected wrongdoing. The toll free number is (800) 424-5409. The OIG is required to respond to hotline referrals within 30 days.

(3) The identity of individuals who provide information will not be disclosed unless they consent or the OIG determines that disclosure is unavoidable during the course of an investigation. The DOL prohibits reprisal against any employee who discloses information about wrongdoing or makes a valid complaint/grievance. Wisconsin's "Whistle Blower Law" provides similar protection for most state employees (230.80-230.89, Stats. & 895.65, Stats.)

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**c. DWD Reports to DOL.** DWD must submit a DOL Incident Report within five working days to the DOL regional administrator, who must immediately refer it to the Regional Inspector General for Investigation for disposition.

**d. Follow-up on Reports.** Any DWD grantee that has reported an incident of alleged fraud and abuse shall follow up on these cases and work with DWD, appropriate governmental agencies, and, where necessary, law enforcement agencies, such as the district attorney and the Federal Bureau of Investigation, during the investigation and resolution of the case. For any **reported incident of fraud and abuse, the affected grantee shall do the following:**

(1) Investigate the matter in question, have it investigated by appropriate authorities, or if requested, assist with official investigations.

(2) During the resolution of the allegations, ensure that necessary documents are made available, that witnesses and other parties involved in the incident are contacted, that records are maintained, and that the investigatory process is proceeding smoothly.

(3) If the investigation results in disallowed costs, follow the local debt collection process to recover the funds.

(4) Once a fraud report has been transmitted to DWD, interim reports must be submitted when the status of an investigation changes or the grantee is aware of material changes in the methods of resolving the incident. Once an incident has been resolved, a final report is required to close out the case.

**e. DWD Assistance.** On behalf of the Governor, DWD is responsible for overseeing the integrity of DWD grant programs in the state and providing assistance to grantees in the resolution of cases involving allegations of fraud and abuse. DWD will assist in the investigation and resolution of cases as appropriate, monitor progress and prepare applicable reports.

**6. DWD Hearing Process.** DWD will use the following procedures to conduct hearings when it is the respondent in complaints/grievances. Grantees may use these procedures or follow their own procedures if based on the elements of due process previously listed.

**a. Hearing Request and Response.** The complainant may request a hearing by submitting a written request to DWD. DWD will schedule the hearing within 30 days after the complaint/grievance filing date and provide written notice to both parties, including the date, time, and place; issues to be decided; and relevant background material.

**b. Open to Public.** The hearing is informal and is open to the public.

**c. Hearing Provisions.** The complainant and the respondent should both attend the hearing. During and prior to the hearing, DWD will apply the following rules:

(1) Complainants may amend the complaint/grievance at any time prior to the hearing.

(2) Complainants may withdraw the request for a hearing in writing prior to the hearing.

(3) Complainants or respondents may request rescheduling of the hearing for good cause within the prescribed 30-day limit.

(4) Complainants and respondents may be represented by an attorney or other

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representative of their choice.

(5) Complainants and respondents may bring witnesses and provide/submit documentary evidence.

(6) Respondents/grantees and/or subgrantees shall produce requested records or documents relevant to the issues and kept in the ordinary course of business. Both parties may examine all evidence presented at the hearing.

(7) Complainants and respondents may question any witnesses or parties to the hearing.

### **d. Hearing Examiner's Role and Hearing Provisions:**

(1) The role of the hearing examiner prior to the hearing:

- (a) Prepare and review of the case file;
- (b) Determine the issues involved, affected laws, regulations, or other rules;
- (c) Formulate a set of questions for use at the informal hearing; and
- (d) Determine limits of pre-hearing discovery to be allowed.

(2) The role of the hearing examiner during the hearing:

- (a) Make a record of the hearing;
- (b) Ensure that the hearing procedure is followed;
- (c) Rule on motions (standard courtroom rules of procedure need not apply);
- (d) Determine the order of witnesses, question witnesses, take testimony, and maintain order; and
- (e) Accept evidence and/or exhibits during or after testimony and discourage lines of inquiry not relevant to the original complaint/grievance.

(3) The role of the hearing examiner after the hearing:

- (a) Not discuss the case with any of the parties;
- (b) Consider and evaluate all relevant facts, evidence and arguments; and
- (c) Formulate and transmit a written decision to all parties, including applicable appeal or civil remedies the complainant may pursue.

ATTACHMENT J  
VETERANS

## InterOffice Memo

Department of Workforce Development

Date: October 1, 2003

File Ref: vetspriordolprogrs03.doc

**State Veteran Program Letter No. 3-04**

To: BJS District Directors, BJS Supervisors, LVERs, and DVOPs, WDB Directors, Ron Hunt (DWS/BWP), Nancy Buckwalter (DWS/BPS), Charlene Dwyer (DVR), Rachelle Ashley (DWD/Tribal Affairs Coordinator)

From: Brian Solomon, Director, Job Service Bureau

Subject: **Implementing the Veterans' Priority Provisions of the "Jobs for Veterans Act" (PL 107-288)**

1. **Purpose.** To inform Department of Labor (DOL) funded workforce investment system partners of the veterans' priority provisions of the "Jobs for Veterans Act" and to provide general guidance as to the implementation of these provisions. This initial correspondence is to serve as advance notice to affected parties. Future, individual guidance will be issued separately for each affected ETA program.
2. **References.** "Jobs for Veterans Act" (Pub. L.107-288); U.S. Dept. of Labor, Employment and Training Administration (ETA), Training and Employment Guidance Letter No. 5-03 dated September 16, 2003.
3. **Background.** On November 2, 2002, President Bush signed the "Jobs for Veterans Act" (Pub. L. 107-288). Section 2(a) of the Act 38 U.S.C. 4215(a) creates a priority of service for veterans (and some spouses) "who otherwise meet the eligibility requirements for participation" in DOL training programs.
4. **Summary.** Twenty DOL-funded workforce programs are covered by section 4215 veterans' priority. Most of these programs have only general program eligibility requirements and do not target specific participant groups. DOL also administers a number of programs that have existing statutory targeting provisions that must be taken into account when applying the veterans' priority.

For most DOL programs, implementing the veterans' priority will pose few practical difficulties. However, in a few programs, the veterans' priority will compete with existing statutory priorities that favor certain population groups. These programs include SCSEP, the WIA-funded Adult and Youth programs, and the Welfare-to-Work (WtW) program.

***This document represents initial, general guidance related to this program. Individual program guidance will be issued separately in coming months.***

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A number of policy and process updates are described in the text that follows. These include:

### SERVICE DELIVERY:

- Interaction of Veterans' Priority with Existing Program Requirements that DO NOT Target Specific Groups (Section 6)
- Interaction of Veterans' Priority with Existing Programs that DO Target Specific Groups (Section 7)
  - as required by law
  - discretionary and not required by law

### PROCESS:

- Impact on Workforce Investment System Processes (Section 8)
- WIA Planning and Plan Modification (Section 9)
- Grant Agreement Language (Section 10)
- Reporting and Data Collection (Section 11)

**Please pay careful attention to those areas that may apply to your programs and also make sure to reference the "Action Required" section (section 12) at the end of the document.**

5. **Policy Guidance.** Twenty DOL-funded workforce programs are covered by section 4215 veterans' priority. Most of these programs have only general program eligibility requirements and do not target specific participant groups. DOL also administers a number of programs that have existing statutory targeting provisions that must be taken into account when applying the veterans' priority.

The programs affected include, but are not limited to:

- The Workforce Investment Act (WIA) Adult and Dislocated Worker formula-funded program,
- Wagner-Peyser Employment Services,
- The Trade Act programs,
- National Emergency Grants,
- The Senior Community Service Employment Program (SCSEP),
- The Migrant and Seasonal Farmworker Program,
- The Indian and Native American program,
- H-1B Technical Skills Training Grants,
- Job Corps,
- WIA Demonstration Projects,
- Youth Opportunity Grants,
- The WIA Youth formula-funded Program,
- Labor Market Information Formula Grants,
- Pilots
- Research and Development, and
- The Career One-Stop Electronic Tools and other Internet-Based self-service tools operated by DOL grantees.

For most DOL programs, implementing the veterans' priority will pose few practical difficulties. However, for a few programs, the veterans' priority will compete with existing statutory priorities that favor certain population groups. These programs include SCSEP, the WIA-funded Adult and Youth programs, and the Welfare-to-Work (WtW) program.

*Individual guidance will be issued separately for each affected ETA program.* This will include guidance on electronic and other self-service service delivery methods where the priority is applicable. In the interim, the purpose of this Training and Employment Guidance Letter (TEGL) is to provide the workforce investment system with general guidance regarding the statute and its scope, as well as an understanding of how the veterans' priority will affect current business processes as it is implemented. For WIA, this TEGL is applicable to operations under current law. *At the time of WIA reauthorization, veterans' priority guidance will be updated.*

6. **Interaction of Veterans' Priority with Existing Program Requirements that DO NOT Target Specific Groups.** While the exact manner in which the veterans' priority is applied will vary considerably depending upon the services offered, the law requires that the individual receiving priority must first meet the program's existing eligibility requirements. *Thus, for all programs, veterans must meet the program eligibility requirements in order to obtain priority of service.*
7. **Interaction of Veterans' Priority with Existing Program Requirements that DO Target Specific Groups.** For programs with existing targeting provisions, the veterans' priority must be applied by assessing a person's status in light of both the veterans' priority and the existing provision(s). The terms used for these targeting provisions (such as priority, preference, and spending requirements or limitations) may vary by program. The specific term used for these targeting provisions is not as important as the effect the provisions have on the program. It is important to distinguish the targeting provisions that are statutory and mandatory compared with those that are regulatory and/or optional. The veterans' priority is a statutory mandate, but one that is not intended to displace the core function of the program.

### *Cases Where The Existing Targeting Is Required By Law*

For example, certain targeting provisions are derived from a statutory mandate that requires a priority or preference for a particular group of participants or requires spending a certain portion of program funds on a particular group of participants. These are mandatory priorities. For these programs, the veterans' priority is applied as follows:

- An individual meeting both the veterans' and the mandatory priorities or spending requirement or limitation would obtain the highest preference for the program.
- Non-veterans within the program's mandatory priority would receive a preference over eligible veterans outside the program-specific mandatory priority or spending requirement or limitation.

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- Similarly, eligible veterans outside the program-specific mandatory priority or spending requirement or limitation would receive priority over non-veterans outside the priority or spending requirement or limitation (once the spending requirement or limitation is met).

### *Cases Where the Existing Targeting is Discretionary and Not Required By Law*

Other targeting provisions may require the program to focus on a particular group of participants, or to make efforts to provide a certain level of service to such a group, but do not specifically mandate that the favored group be served before other eligible individuals. Whether these provisions are found in statute or regulation, these are discretionary or optional priorities. The veterans' priority is applied as follows:

- The veterans' priority would take precedence over these priorities. Within the program as a whole, grantees are required to implement the veterans' priority in advance of the opportunities and services provided to the population group covered by the optional priority.

**As mentioned earlier, individual guidance for implementing the veterans' priority provisions of the Jobs for Veterans Act for each DOL program will be issued separately.**

8. **Impact on Workforce Investment System Processes.** Assuming that workforce investment system state and local policies, operational management decisions, and related work processes do not inherently discriminate against veterans, priority of service to veterans should be provided within the context of existing policies, operational management, and related work processes.

Specific guidance will soon be issued pertaining to individual DOL programs. In the interim, this TEGL provides several broad examples to illustrate how the veterans' priority principles will be applied to a number of workforce investment system processes.

- **Worker Profiling and Reemployment Services Program** - States currently develop their own statistical models for profiling unemployment insurance claimants for referral to services. The veterans' priority requirement will not impose a change in state profiling models but rather in the way claimants are referred to services. Claimants with the highest probabilities of exhaustion, including veterans, will still be referred to services first. ***This means that non-veterans with a higher probability of exhaustion will be referred ahead of veterans with a lower probability of exhaustion.*** However, in cases where the statistical model produces identical probabilities for a number of claimants, veterans will receive priority in referral to service. If states have information on veteran status at the time they do their referrals, they can use this to resolve ties produced by their statistical model by giving priority to veterans over non-veterans with the identical probability of exhaustion. Alternatively, states can opt to simply refer all people in the tied group.

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- **Adult/Dislocated Worker Local Resource Allocation and Individual Training Accounts (ITAs)** - Consistent with the principle that veterans' priority must be applied within the existing context of the relevant Department of Labor program, the Jobs for Veterans Act does not change the requirement that participants must qualify as eligible under the Workforce Investment Act, nor does it change local area ability to budget funds among core, intensive, training and supportive services. *Local programs are not required to change their allocations among services to reserve funds for veterans, but are required to ensure that eligible veteran workers are given priority over non-veterans for all available services.*
  - **National Programs such as the Senior Community Services Employment Program (SCSEP) or Employment and Training Programs for Native Americans** - Perhaps more than any others, national programs such as these most clearly reflect situations where targeting is required by law. They will, therefore, need to follow the principles outlined earlier in section seven of this guidance in order to assure that the dual intentions of Congress ( i.e., to serve carefully specified populations and to provide priority service to veterans) are simultaneously accomplished.
  - **Program Registration** - When there is a registration requirement associated with receipt of services for an impacted program or grant, *collection of the individual's veteran status will be necessary.*
  - **Self-Service Tools** - Any informational or service delivery website developed with funding from an impacted program or grant will be expected to provide information on veterans' priority and how to access assistance via the nearest One-Stop Center in receiving priority service from any applicable program or grant. Specific, forthcoming policy guidance on the veterans' priority as it applies to self-service tools will provide further detail. It is important to note that self-service tool instructions on accessing veterans' priority assistance will be expected to go beyond mention of, or referral to, Local Veteran Employment Representatives and Disabled Veterans Outreach Programs. An example would be the local Job Center websites, any grant websites in use, DWD websites, etc.
9. **WIA Planning and the Plan Modification Process.** Under WIA, states are required to develop a five-year strategic plan for workforce investment. State plans include information on how a state's workforce investment system operates within the context of WIA relative to administration of Title I services to adults, dislocated workers, and youth, and the development of statewide One-Stop delivery systems. State plans are an important tool to ensure that veterans' priority is implemented relative to Title I program delivery, especially where there are cross-program-funded services in the context of the One-Stop system. Following WIA passage, ETA issued planning guidance for the required Strategic Five Year Plan for Title I of WIA and the Wagner-Peyser Act. Language in the planning guidance currently requires states to identify how services will be delivered to veterans in a state's One-Stop service delivery system. There are specific circumstances when a state plan must be modified, including when changes in federal or state law or policy substantially change the assumptions upon which the plan is based (20

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CFR 661.230). The passage of the Jobs for Veterans Act is a federal law change that fits this definition. Because current state plans are effective through either Program Year (PY) 2003 or PY 2004, and because WIA is due to be reauthorized in 2003, the initial focus for implementation of the veterans' priority will be to require states to modify their existing state plans under current WIA regulations and planning guidance. *After reauthorization has taken place, WIA regulations and planning guidance will be updated to include specific language on the veterans' priority.*

10. **Grant Agreement Language.** Specific grant language on veterans' priority will be required to ensure that all grantees are fully aware of the new law's requirements and of their obligation to design service delivery strategies accordingly. This is of particular importance for demonstration, discretionary, or competitive grants such as National Emergency Grants, Youth Opportunity Grants and WIA demonstration projects. ETA will provide all grantees with the necessary grant language (consistent across all grants) in the form of a unilateral modification which elaborates upon the existing ETA grant provision that currently requires compliance with all federal laws (including newly enacted ones). The letter will also cross-reference this policy guidance and all relevant, forthcoming specific policy guidance for the particular program or grant activity. No formal grant modifications will be required. *All subsequent Solicitations for Grant Awards will also reference the veterans' priority and the relevant policy guidance.*
11. **Reporting and Data Collection.** The Secretary of Labor is required to develop an annual report to Congress beginning in PY 2003 on whether veterans are receiving priority of service, whether they are being fully served by impacted programs/grants and whether the representation of veterans in such programs is in proportion to the incidence of representation of veterans in the labor market. To fulfill this requirement, programs/grants will need to collect veteran status information from individuals served by their programs/grants.

To develop a more standardized approach across various workforce programs as required by implementation of common measures for job training programs, ETA is in the process of revising its data collection systems. ETA will introduce this revised data collection system through publication of a Federal Register notice. Following a public comment period, ETA anticipates finalizing and implementing the revised data collection system.

ETA is engaged in a number of activities for performance measurement and reporting systems, including data validation and implementation of common measures for job training programs. With regard to veterans' priority, ETA intends for this revised data collection system to include the following features:

- a. Data elements will be consistent across programs and grants and will include items such as number of veterans served by service component (i.e., services provided, programs/funding sources used, and outcomes).
- b. Until new reporting systems are in effect, ETA will report on requirements under the Jobs for Veterans Act through existing processes.

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- c. The existing definition of veteran varies across programs and funding streams. In conjunction with the Veterans' Employment and Training Service, *ETA will standardize this definition and apply it to affected programs/grants.*
12. **Action Required.** Inform all appropriate staff, subgrantees, contractors and partners of the contents of these instructions. Discretionary grantees should similarly familiarize themselves, their subgrantees and subcontractors with this guidance. Planning should begin in anticipation of the release of specific program guidance from ETA in the form of a Question and Answer Web site within the next month.
13. **Inquiries.** Workforce agencies should direct all technical inquiries to the appropriate ETA Regional Office. Workforce agencies should direct all veteran program related inquiries to the State Veteran Coordinator, Bruce Markert, at (608) 267-7277.
14. **Expiration Date.** Continuing.

## Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05

Date: February 13, 2004

To: Workforce Development Board (WDB) Executive Directors

From: Connie Colussy, Director  
Bureau of Workforce Programs

Subject: **WIA Policy Update 04-03: Veterans' Priority of Service in Workforce Investment Act (WIA) Title I Adult Programs**

### **Purpose:**

**This provides guidance to Workforce Development Boards regarding implementing provisions for Veterans priority of service under WIA Title I §663 Adult programs.**

### **Policy/Legislative References:**

- Jobs for Veterans Act, Public Law 107-288
- Training and Employment Guidance Letter (TEGL) 5-03
- WIA 20 CFR § 663.600
- State DWD Veteran Program Letter 3-04

### **Background:**

The U. S. Department of Labor (US DOL) issued instructions on September 16, 2003 relating to implementation of the Jobs for Veterans Act. This guidance, issued in TEGL 5-03 (<http://www.doleta.gov/whatsnew/5-03.pdf>) requires priority of service to Veterans (and some spouses) for all DOL training programs. U. S. DOL intends to develop program-specific guidance for these programs; however, TEGL 5-03 indicates that US DOL will not update WIA Title I regulations and planning guidance with specific language on the Veterans' priority until after WIA reauthorization. (However, it does intend to issue a notice of request in the Federal Register for public comment on revised data collection systems and the effect on WIA performance measures.)

Pending development of specific federal guidance for WIA programs, the US DOL has encouraged states to provide interim guidance for WIA Title I programs. DWD/DWS alerted Workforce Development Boards (WDBs) to the federal policy and intention to develop state policy on this issue in the State Veterans Program Letter No. 3-04 dated October 1, 2003, and in letters issued in December 2003 by DWD/DWS Local Program Liaisons concerning WDB WIA plan modifications.

In the absence of program-specific regulatory revisions, US DOL states that the Jobs for Veterans Act is applicable to operations under current law when a program has its own statutory priorities for certain population groups. WIA Title I has such priorities within the context of

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regulations related to “Priority and Special Populations”. This regulatory provision must be taken into account first as state WIA Title I interim policy guidance on implementing Veterans priority is developed and locally implemented:

**§ 663.600 (WIA Final Regulations) (a) WIA states, in section 134(d)(4)(E), that in the event that funds allocated to a local area for adult employment and training activities are limited, priority for intensive and training services funded with title I adult funds must be given to recipients of public assistance and other low-income individuals in the local area.**

### **Policy Guidance:**

Pending the issuance of final regulations to implement the Jobs for Veterans Act in WIA Title I programs, the following policy on Veterans (and some spouses) Priority of Service provisions will apply in WIA Title I Adult programs.

- A. When a WDB determines that local adult funds are limited and it is necessary to implement "priority of service" policies in provision of intensive and training services (including Individual Training Accounts) to program eligible adults, veterans priority as well as priority to public assistance recipients and low income individual required in WIA regulation will be considered. Within this context, the following sequence of services to “priority and special populations” will apply:
1. First priority will be provided to recipients of public assistance and other low-income individuals in the local area who are also Veterans, or who are the spouses of Veterans that fall into the following categories;
    - (i) Any veteran who died of a service-connected disability.
    - (ii) Any member of the Armed Forces serving on active duty who, at the time of application for assistance under this section, is listed, pursuant to section 556 of title 37 and regulations issued thereunder, by the Secretary concerned in one or more of the following categories and has been so listed for a total of more than 90 days: (I) missing in action, (II) captured in line of duty by a hostile force, or (III) forcibly detained or interned in line of duty by a foreign government or power.**
    - (iii) Any veteran who has a total disability resulting from a service-connected disability.
    - (iv) Any veteran who died while a disability so evaluated was in existence;
  2. Recipients of public assistance and other low-income individuals in the local area;
  3. Veterans, or, spouse of a Veteran (as defined above);
  4. Other local discretionary target population groups or weighted criteria process.
- B. **When a WDB provides intensive and training services without the limited funds regulation provision of the priority of services, then Veterans receive priority over non-Veterans.**

### **Action Required:**

**WDBs should review local policies related to priority of service priorities, as well as other policies related to provision of services, and revise them as necessary to ensure compliance with the above policy guidance and Jobs for Veterans Act. It is anticipated that US DOL will be issuing guidance in the near future related to Dislocated Worker**

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### **Programs. DWD/DWS will then provide policy instructions on dislocated worker and youth populations.**


In addition, WDBs are encouraged to take the following steps:

- A. Provide information to grantees/sub-contractors concerning this policy and the Jobs for Veterans Act and any local WIA Title I program implications. No formal grant modifications are required for existing contracts; however, all subsequent grant agreements where appropriate for service delivery must include this Veterans' priority mandate.
- B. While WDBs are not required to set aside funds to address the mandatory Veterans' priority provisions, WDBs may want to review/revisit the percentage of funds allocated to Core, Intensive and Training Services depending on the number of persons being served in various target population groups based on their assessed needs for appropriate service delivery.

### **Questions and Technical Assistance**

**If you have any questions about implementation, please contact your Local Program Liaison.**

cc: Local Program Liaisons  
Brian Solomon, Job Service  
Bruce Marquet, Veterans Programs  
Tim Hinline, Bureau of Workforce Programs



## Wisconsin's WIA State Plan 2005-2007 – Draft 04-29-05

April 13, 2005

**TO:** Job Service District Directors, WDB Directors, Job Service Supervisors, Job Center Managers, WIA Managers, TAA Managers, LVERs, DVOPs, DOL/VETS

**FROM:** Bruce Markert, State Veterans Program Coordinator  
Veterans' Unit  
Job Service Bureau

### **Veteran Program Letter 01-05**

**SUBJECT: Implementing the Veterans' Priority Provisions of the "Jobs for Veterans Act" (P.L. 107-288).**

**I. PURPOSE:** To inform state agencies and other Department of Labor (DOL) funded workforce investment partners of the veterans' priority provisions of the 'Jobs for Veterans Act' and to provide guidance as to the implementation of these provisions.

**II. REFERENCES:** 'Jobs for Veterans Act' (Public Law 107-288), dated Nov. 7, 2002.

Implementing the Veterans' Priority Provisions of the "Jobs for Veterans Act" (P.L. 107-288), USDOL, ETA, TEGL No. 5-03, dated Sept. 16, 2003.

Implementing the Veterans' Priority Provisions of the "Jobs for Veteran Act" (PL 107-288), State Veteran Program Letter No. 3-04, dated Oct. 1, 2003.

Serving Military Service Members and Military Spouses under the Workforce Investment Act Dislocated Worker Formula Grant, USDOL, ETA, TEGL No. 22-04, dated March 22, 2005.

**III. BACKGROUND:** The Jobs for Veterans Act (P.L. 107-288), which was enacted on November 7, 2002 provides access to services with all Department of Labor integrated service delivery programs. Public Law 107-288 establishes "priority of service" requirement applicable to all DOL Employment and Training programs.

This Veteran Program Letter provides policy regarding this requirement as outlined in TEGL 05-03, which was issued by ETA to implement the Jobs for Veterans Act. WIA reauthorization will include veterans' priority guidance when re-issued.

For further information including performance standards associated with veterans' priority with specific DOL-funded workforce programs, go to <http://www.doleta.gov/programs/VETS>.

'Qualified job training program' is any workforce preparation, development, or delivery program or service that is directly funded, in whole or in part, by the Department of Labor.

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'Priority of Service' means, with respect to any qualified job-training program, that a "covered person" shall be given priority over non-veterans in the receipt of employment, training, and placement services provided under the program.

Key implementation principles are:

- For all programs, veterans must first meet the program's eligibility provisions.
- Veterans' priority is not intended to displace the core function of the DOL programs.
- For programs with existing targeting provisions, the veterans' "priority" must be applied by assessing a person's status in light of both the existing program provision(s) and the veterans' priority provision.
- The exact manner in which the veterans' priority will be applied will vary considerably depending upon the services offered.

Programs Covered:

- WIA Adult Formula
- WIA Dislocated Worker Formula
- Wagner-Peyser Employment Services
- Trade Act Programs (TAA)
- National Emergency Grants (NEG)
- Senior Community Serve Employment Program (SCSEP)
- Migrant Seasonal Farmworker (MSFW)
- Indian and Native American Programs
- H-1B Technical Skills Training Grants
- Job Corps
- WIA Demonstration Projects
- Youth Opportunity Grants
- WIA Youth Formula
- Labor Market Information Formula Grants
- Pilot Programs
- Research and Development
- Career One-Stop Electronic Tools and Other Internet-Based Self-Service Tools Operated by USDOL Grantees

### **IV. ELIGIBLE GROUPS:**

**Under the Jobs for Veterans Act, "covered person" is defined as:**

- A veteran (is an individual who served in the active military, naval, or air service, and who was discharged or released from such service under conditions other than dishonorable, which may include National Guard or Reserve personnel.), or
- The spouse of any of the following individuals:
  - Any veteran who died of a service-connected disability;
  - Any member of the Armed Forces serving on active duty who, at the time of application for assistance under this section, is listed, pursuant to section 556 of title 38 and regulations issued thereunder, by the Secretary concerned in one or more of the following categories and has been so listed for a total of more than 90 days:

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- missing in action,
- captured in line of duty by a hostile force, or
- forcibly detained or interned in line of duty by a foreign government or power;

→ Any veteran who has a total disability resulting from a service-connected disability; or

→ Any veteran who died while a disability so evaluated was in existence.

- A Military Spouse is an individual who is married to an active duty service member including National Guard or Reserve personnel on active duty.

For convenience purposes, reference in the VPL of the use of veterans and qualified spouses is synonymous with “covered persons.”

### **V. POLICY GUIDANCE:**

#### **A. Workforce Investment Act (WIA) Adult and Dislocated Workers Program (also applicable to Welfare-to-work)**

1. Program operators will need to capture veterans' status.
2. The veterans' priority cannot be waived.
3. Eligibility for the WIA Adult and Dislocated Worker program is not affected by the veterans' priority. The Jobs for Veterans Act (JVA) provides priority service only to veterans who meet the program's eligibility requirements.
4. TEGL # 5-03 provides specific guidance on: (a) the interaction of the veterans' priority with existing program requirements that target specific groups, and (b) makes note of the fact that local programs are not required to change their allocations among services to reserve funds for veterans, but (c) are required to ensure that eligible veteran participants are given priority over non-veterans for all available services.
5. TEGL # 22-04 states that the Department of Labor policy that being discharged (under honorable circumstances) either voluntarily or involuntarily terminates an employment relationship between an individual and the military and thus falls within the scope of the termination component of the WIA definition of dislocated worker. The separating military personnel must also satisfy the other criteria for dislocated worker eligibility, including the requirement that the individual is “unlikely to return to a previous industry or occupation.”
6. TEGL #22-04 states that a military spouse who leaves his/her job to follow his/her spouse can be served with dislocated worker formula grant funds in certain circumstances. When the spouse is unable to continue an employment relationship because of the service member's permanent change of military station, or the military spouse loses employment as a result of the spouse's discharge from the military, then the cessation of employment can be considered to meet the termination component of the WIA definition of dislocated worker, as discussed above. The military spouse must also satisfy the other criteria for dislocated worker eligibility, including the requirement that the spouse is unlikely to return to a previous industry or occupation.

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Additionally, a military spouse may also qualify to be served as a dislocated worker if he/she meets the definitional requirements for a displaced homemaker.

7. Dislocated workers who are veterans will receive priority over non-veterans. Veterans who are not dislocated workers cannot be served with dislocated worker funds. Current law requires that first priority for intensive and training services is given to public assistance recipients and low-income individuals when adult funds allocated to a local area are limited.
8. First to be served would be public assistance recipients and low-income individuals that are also veterans. The second group to be served would be public assistance recipients and low-income non-veterans. Among participants who are not public assistance recipients or low-income individuals, veterans will receive priority over non-veterans.
9. Current law on Welfare-to-Work (WtW) requires that program operators spend no more than 30 percent of the funds on individuals that meet the “other eligibles” eligibility provisions 20 CFR Part 645.213. The veterans’ priority does not change the 30 percent limit on “other eligibles.” In providing services to individuals under the 30 percent eligibility provision, the priority of service would be established as follows: First to be served would be individuals that qualify in the category as “other eligibles” who are also veterans. The second group to be served would be those individuals that qualify in the category of “other eligibles” who are non-veterans. If a program has reached the 30 percent limit, a person’s status as a veteran does not permit the program to exceed the 30 percent limit on “other eligibles.”

### **B. Dislocated Worker Demonstration Grants (DW Demo).**

1. **Program will be implemented in the same manner as the WIA formula dislocated worker program, except that the priority will apply only to the eligible target group for which the demonstration is being conducted, as identified in the SGA (Solicitation for Grant Application) and any award grants.**
2. Each SGA and grant award document will include standard language regarding compliance with the Jobs for Veterans Act, which will also be included in subgrants or contracts which provide services procured as part of any demonstration project.
3. Those who meet the eligibility qualifications of the individuals to be served under a particular demonstration initiative, and are also covered veterans, will be given priority.
4. Also see Section V, A, items 5 and 6 for inclusion of military service members and military spouses.

### **C. Dislocated Worker National Emergency Grants Program.**

1. **Program will be implemented in the same manner as the WIA formula dislocated worker program, except that the priority will apply only to the eligible target group (e.g., workers dislocated or being dislocated from XYZ corporation, or workers dislocated as a result of a disaster) as identified in each NEG grant.**

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2. Veterans' priority cannot be waived.
3. Grantees of NEG funds will be required to ensure that project operators have systems in place to comply with the changes and implementation of the priority for the dislocated worker who is a veteran and is from the eligible, specific target population of NEG grants. Those workers being laid off by the companies for which a NEG grant is awarded, and who are veterans, will receive priority over non-veterans. Generally, awarded funds are sufficient to provide needed service for all workers impacted by a covered mass layoff or plant closure, or other eligible dislocation event.

Veterans who are dislocated workers from companies other than those covered under a NEG project, are not eligible to receive assistance under a NEG, but would be served in the local One-Stop Career Center with funds from the local formula-funded dislocated worker program.

4. Until a more standardized approach is developed by the Department of Labor, grantees and applicable project operators and service providers will need to collect veteran status information on those served, as well as the veteran status of the workers laid off from the mass layoff or plant closure covered under a particular NEG.

### **D. The Workforce Investment Act (WIA) Youth Formula Funded Program.**

1. **The principles expressed in Training and Employment Letter #5-03 (which provides overall guidance on how the veteran's priority applies to all workforce system programs) must be implemented. It is, therefore, likely that program operators may need to do things such as design registration forms and other program materials to capture veterans' status, if this is not already being done, and modify ways of doing business in order to carry out the intent of the law.**
2. The veterans' priority cannot be waived.
3. The Employment and Training Administration (ETA) will execute unilateral modification to existing grants in order to assure that the new statute is emphasized and included. Grantees will be informed and will be expected to pass the requirements down as necessary to sub-grantees and contractors.
4. Eligibility for the WIA Youth program is not affected by the veterans' priority. The Jobs for Veterans Act provides priority service only to veterans who meet the program's eligibility requirements. TEGL #5-03 provides specific guidance on: (a) the interaction of the veterans' priority with existing program requirements that target specific groups, and (b) the fact that local programs are not required to change their allocations among services to reserve funds for veterans, but (c) are required to ensure that eligible veteran workers are given priority over non-veterans for all available services.

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For example:

- WIA youth funds are available to serve low-income youth age 14-21 with one or more barriers to employment.
- The priority provision at WIA sec. 129 (c)(4) requires, with limited exceptions, that program operators ensure that at least 30 percent of local area funds be used to serve out-of-school youth.
- The veterans' priority does not change these requirements.
- In providing services to both in-school and out-of-school youth, priority should be given to any veterans who qualify under the WIA eligibility requirements.
- However, a person's status as a veteran does not permit the program to avoid the 30 percent out-of-school youth requirement (that is, a program may not exceed 70 percent of expenditures on account of veteran status.)

### **E. The United States Employment Service (USES) Program.**

- 1. USES has historically provided veterans' priority of service in the public labor exchange system.**
2. This priority includes, but is not limited to:
  - Registration and Assessment
  - Counseling
  - Referral to supportive services
  - Job Development
  - Workshops
  - Job Order Referral and Access to Job Openings
3. See Section H. on veteran's priority relative to "The Career One-Stop National Electronic Tools and State-Developed Self-Service Web Sites."

### **F. Trade Adjustment Assistance Program (TAA).**

- 1. It is not anticipated that extensive changes in the way the Trade Adjustment Assistance Program is administered would be necessary. Petitioning for certification, investigating those petitions and making determinations would follow existing procedures.**
2. However, individual veterans would be afforded priority, if certified as a trade affected worker, in having their training services, job search and relocation allowances funded by the states.

### **G. The Unemployment Insurance Program (UI).**

- 1. The Unemployment Insurance Program Letter (UIPL), No. 41-91, pertaining to the Worker Profiling and Reemployment Services System, will need to be amended. The amendment will include two options for state workforce agencies:**

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- a. In cases where the profiling statistical model produces identical probabilities for a number of claimants, break the tie by providing veterans' preference when determining who would be referred to services;
  - b. Simply refer all people in the tied group to services, precluding any issues of unfairness.
2. States currently develop their own statistical models for profiling unemployment insurance claimants for referral to services. The veterans' priority requirement will not impose a change in state profiling models, but rather in the way claimants are referred to services. Claimants with the highest probabilities of exhaustion will still be referred to services first. However, in cases where the statistical model produces identical probabilities for a number of claimants, veterans will receive priority in referral to service. If states have information on veteran's status at the time they do their referrals, they can use this to resolve ties produced by their statistical model. Alternatively, they can opt to simply refer all people in the tied group, which should preclude any issues of unfairness.

### **H. The Career One-Stop National Electronic Tools and other State-Developed Self-Service Web Sites.**

1. **The veterans' priority established by the Jobs for Veterans Act applies to the Career One-Stop National Electronic Tools and applies to any state-developed self-service tools using Wagner-Peyser Act, WIA, or America's Labor Market Information System (ALMIS) funds in their development. There will be little change to the Career One-Stop National Electronic Tools required. The amount required of state-developed self-service sites depends on what type of priority was already being given to veterans.**
2. Veteran's priority cannot be waived.
3. Language will be added to each of the grants provided to develop the Career One-Stop National Electronic Tools. State-developed web sites will be covered by the grant awards under Wagner-Peyser, WIA, etc.

### **I. Senior Community Service Employment Program.**

1. **The Jobs for Veterans Act establishes priority for veterans and qualified spouses for receipt of services ONLY IF the veteran or his/her qualified spouse meets program eligibility requirements.**
2. The veterans' priority is a statutory mandate, but it is not intended to displace the core function of the program.
3. The specific order of priority for selection of participants will be as follows:
  - a. Veterans and qualified spouses who are at least 60 years old.
  - b. Other individuals who are at least 60 years old.
  - c. Veterans and qualified spouses who are 55-59 years old.
  - d. Other individuals who are 55-59 years old.

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4. These priorities will be harmonized with the special consideration preferences of section 502(b)(1)(M) the OAA, as amended, to the extent feasible. These statutory preferences apply to the following individuals: 1) those who have incomes below the poverty line; 2) those who have poor employment prospects and who have the greatest social and/or economic need; and 3) those who are eligible minorities, limited English speakers, or Indians. These preferences should be considered within the context of the statutory priorities. For example, among eligible veterans and qualified spouses age 60 and over, to the extent practicable, preference should be given to individuals within these three categories.

### **J. Job Corps.**

1. **Job Corps will amend its Policy and Requirement Handbook (PRH) and related procedures as necessary to reflect the implementation of the Jobs for Veterans Act. The PRH provides overall guidance on all aspects of the administration of the Job Corps Program and all the operational systems and procedures are based on it.**
2. Veterans' priority may not be waived.
3. Basic eligibility is not changed but the priority may affect enrollment. This is the major area for Job Corps to amend its policies and procedures to implement the Jobs for Veterans Act. Job Corps has drafted the following new language in its policy on outreach and admission: "An individual who meets all of the eligibility requirements listed above and is a veteran of the Armed Forces of the United States (Army, Navy Air Force, Marine Corps, or Coast Guard) or spouse of a veteran as specified in the Eligibility Criteria section, will receive priority in enrollment at Job Corps centers."

### **K. The Indian and Native American Employment and Training Program (DINAP).**

1. DINAP will issue a DINAP Bulletin with implementation instructions and guidance for the priority provisions of P.L. 107-288. Grantees will have to address this service priority in their comprehensive service plans. Formal inclusion of this priority in section 166 grant documents will also occur.
2. Veterans' priority may not be waived.
3. Except for the requirements to provide service priority to eligible veterans, the section 166 eligibility requirements will not change at all – any individual served must still (by law) be an Indian, Alaska Native, or Native Hawaiian as documented by the grantee at time of enrollment and/or program participation.

### **L. National Farm Worker Jobs Program (NFJP).**

1. NFJP authorized by Section 167 of the Workforce Investment Act of 1998, establishes specific eligibility criteria for migrants and seasonal farmworkers seeking services from the program. The Jobs for Veterans Act states that to obtain priority of service, a veteran must meet that program's eligibility requirements; therefore, we do not anticipate a change in the way the program is administered.

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2. Division of Seasonal Farmworkers Programs (DSFP) will work with the Office of Grants and Contracts Management to determine the specific boiler plate language that should be included in the grant documents to ensure compliance with P.L. 107-288.

### **M. Pilot, Demonstration and Research Grants Program.**

1. The priority will not result in extensive changes, but some changes will be necessary. Program operators may need to do things such as design registration forms and other program materials to capture veterans' status if this is not already being done, and modify ways of doing business in order to carry out the intent of the law.
2. Veterans' priority may not be waived.
3. The Employment and Training Administration (ETA) will execute unilateral modifications to existing grants in order to assure that the new statute is emphasized and included. No action by grantees will be necessary, except that they will be expected to pass the requirements down as necessary to sub-grantees and contractors.
4. Eligibility for the Pilot, Demonstration and Research Grants program is not affected by the veterans' priority. The Jobs for Veterans Act provides priority service only to veterans who meet the program's eligibility requirements. TEGL #5-03 provides specific guidance on (a) the interaction of the veterans' priority with existing program requirements that target specific groups, and (b) makes note of the fact that local programs are not required to change their allocations among services to reserve funds for veterans, but (c) are required to ensure that eligible veteran workers are given priority over non-veterans for all available services.

Generally, pilot, demonstration and research grants are awarded to specific target groups. Individuals must first meet the eligibility criteria for the program group, and then the order of service priority would depend on the veteran status.

### **N. H-1B Technical Skills Training Grant Program.**

1. H1-B grantees may need to do things such as design registration forms and other program materials to capture veterans' status, if this is not already being done, and modify ways of doing business in order to carry out the intent of the law. The Department of Labor will not be issuing regulations or detailed operational requirements which H-1B grantees must follow (requiring, for example, that an individual must show proof of veteran status using documentation such as the Department of Defense Form 214 in order to qualify for priority service). H1-B grantees may be obliged to do so at their own discretion and are encouraged to work with State and local Workforce Investment Boards who may be able to provide assistance on developing operational requirements.

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2. Veterans' priority may not be waived.
3. The Employment and Training Administration (ETA) will execute unilateral modifications to existing grants in order to assure that the new statute is emphasized and included. No action by grantees will be necessary, except that they will be expected to pass the requirements down as necessary to sub-grantees and contractors.
4. See Section XIII D paragraph one for H-1B guidance. Among H-1B participants, individuals who are veterans receive priority for training over non-veteran H-1B participants.

### **VI. ACTION REQUIRED:**

This veteran program policy letter should be shared with all appropriate staff including Board staff, WIA staff, DOL program staff, and all Job Center staff.

Local WDBs must develop a local policy that addresses how priority of services to veterans and other covered persons will be applied. This policy must apply to all DOL-funded programs identified under the Policy Guidance section.

Local procedures should be developed to implement requirements under the Jobs for Veterans Act. Procedures should be developed to ensure that each covered person who applies to, or is assisted by, a program is informed of the employment-related rights and benefits to which they are entitled. Procedures should be developed to monitor compliance with the Act, including compliance by all contractors. Procedures should be developed to review the area's service levels to veterans including the percentage of program participants that are veterans, the percentage of participants who are veterans who received intensive and training services, and an analysis of whether the representation of veterans is in proportion to the incidence of their representation in the labor market.

DOL-funded grants or contracts issued locally must include specific language provided by DOL through the state to ensure that all LWIA grantees/contractors are fully aware of the Jobs For Veterans requirements and of their obligation to design and deliver services accordingly. Existing grants and contracts must be modified to include such language.

Outreach, marketing and self-service tools, including DOL-funded web sites and brochures, must provide information on veterans' priority (employment-related rights and benefits to which they are entitled under the Jobs for Veterans Act) and how to access assistance in receiving priority service.

**Local 5-Year Plan Modification:** The Board, with CEO approval, must modify the local five-year plan to incorporate veterans' priority provisions, in accordance with previous planning instructions contained in WIA Technical Assistance and Information Letter No. 99-6 (Services to Special Populations section of the Plan).

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### **VII. INQUIRIES:**

Inquires regarding this Veteran Program Letter should be made to the State Veteran's Coordinator, Veterans Unit, Job Service Bureau, Department of Workforce Development, 201 E. Washington Ave., Room G-200, PO Box 7972, Madison, WI 53707.

### **VIII. EFFECTIVE DATE:**

Immediately.

### **IX. EXPIRATION DATE:**

Continuing.

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## ATTACHMENT K PERFORMANCE

WIA requirement at Section 136(b)	PY02		PY03		PY04 YTD		DOL GPRA (PY05-06)	Proposed Standards	
	Std.	Actual	Std.	Actual	Std.	Actual		PY2005	PY2006
<b>Adults:</b>									
Entered Employment	74%	64%	71%	65%	72%	67%	71%	68%	69%
Employment Retention	82%	80%	80%	81%	81%	78%	82%	78%	79%
Earnings Change	\$3,871	\$ 2,280	\$2,900	\$2,352	\$3,000	\$2,456	\$3,400	\$2,600	\$ 2,700
Employment and Credential Rate	61%	54%	62%	43%	63%	47%		64%	65%
<b>Dislocated Worker</b>									
Entered Employment	84%	85%	78%	86%	80%	86%	78%	86%	87%
Employment Retention	93%	93%	88%	94%	90%	91%	88%	91%	92%
Earnings Change								\$ (1,353)	\$ (1,253)
Employment and Credential Rate	61%	57%	62%	64%	65%	61%		65%	66%
<b>Youth Aged 19-21:</b>									
Entered Employment	73%	71%	63%	69%	65%	77%	65%	70%	71%
Employment Retention	79%	79%	78%	84%	80%	77%	78%	80%	81%
Earnings Change	\$ 3,383	\$ 2,634	\$2,900	\$3,406	\$3,000	\$3,158		\$3,100	\$3,200
Credential Rate	52%	38%	53%	50%	55%	52%		55%	57%
<b>Youth Aged 14-18:</b>									
Attainment of Basic, Work Readiness, &/or Occupational Skills Credential	73%	79%	65%	90%	72%	90%		90%	92%
Attainment of Secondary School Diplomas/Equivalents	57%	60%	58%	68%	59%	82%	52%	63%	64%
Placement and Retention in Post-Secondary Education/Training, or Placement in Military, Employment, Apprenticeships	55%	68%	50%	70%	58%	75%		70%	72%
Participant Customer Satisfaction	70%	66%	70%	66%	70%	72%		71%	72%
Employer Customer Satisfaction	69%	74%	70%	74%	70%	74%		72%	73%